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NUMEROUS ISSUES INVOLVED IN LARGE-SCALE DISPOSALS AND
SALES OF FEDERAL REAL PROPERTY(U) GENERAL ACCOUNTING
OFFICE WASHINGTON DC COMMUNITY AND ECONOMI... 11 DEC 81

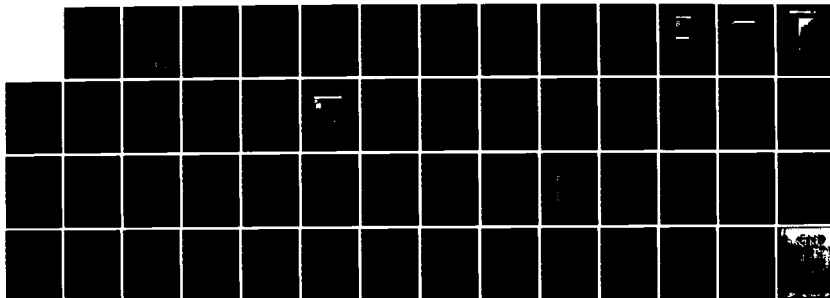
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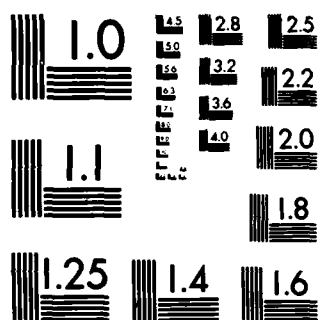
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BY THE U.S. GENERAL ACCOUNTING OFFICE

Report To The Honorable Ken Kramer House Of Representatives

Numerous Issues Involved In Large-Scale Disposals And Sales Of Federal Real Property

AD-A145 061

→ The market value of Federal real property is unknown, and the amount of revenue that the Government could raise from selling land or other property would be difficult to predict. Whether enough revenue could be raised to make such a disposal program worthwhile is not known.

Most Federal real property, other than public domain lands, has been acquired to support or provide some Federal program or service. Disposing of these properties might result in the associated program or service being cut back or eliminated. In addition, a large-scale Federal land sales program would require the Congress to establish a land disposal policy as opposed to its present policy of acquiring, retaining, and managing land.

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UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

COMMUNITY AND ECONOMIC
DEVELOPMENT DIVISION

B-205666

The Honorable Ken Kramer
House of Representatives

Dear Mr. Kramer:

Your July 16, 1981, letter asked us to study all Federal lands to determine which lands could and should be sold, the market value of all Federal lands, and the methods of disposal or sale that would not only yield the most revenue but "do justice" to existing uses. In particular, you asked us to address the following five issues.

- The total amount of Federal land in the United States, broken down by agency and by State.
- The kind of lands held by each agency, broken down by acreage--that is, how many acres in national grasslands, national parks, multiple-use forests, wilderness, office buildings, defense installations, and so forth--and whether the land is currently being used.
- The approximate market value of the land owned by each Federal agency both by category and by State.
- Possible revision of existing statutes and regulations governing the sale of Federal land to States, local governments, or private individuals.
- The uses to which funds obtained through sale of excess land could best be applied.

As agreed with you, we did not pursue these issues in the depth you originally wanted because of the extensive time and resources that would be needed. However, we obtained available information on Federal real property, including land, and on some of the problems and issues that would be involved in planning for and carrying out a large-scale disposal program.

Gathering accurate data on Federal property holdings and addressing all the problems and issues inherent in a disposal program would require an extensive staff and considerable time--up to 10-12 years for some properties to be sold, according to General Services Administration headquarters officials. With a time frame of that length, the information gathered in the

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early stages could become outdated before the project was completed. Moreover, even if staff were available to provide all the requested information, the Congress would have to become involved in initiating a large-scale disposal program as well as in determining how the money should be used if such a program were to go into effect. In addition, a large-scale Federal land sales program would require the Congress to establish a policy of disposing of Federal land as opposed to its present policy of acquiring, retaining, and managing land.

As part of our review, we interviewed officials and obtained data on Federal real property from both the General Services Administration and the Department of the Interior. We also reviewed relevant reports of the Advisory Commission on Intergovernmental Relations, the Congressional Research Service, and the Comptroller General's Interagency Advisory Committee on Federal Consolidated Financial Statements.

The data on Federal real property and other information we obtained are summarized below and discussed in more detail in appendixes I, II, and III. Also, we are providing you under separate cover excerpts from various documents which provide additional data and information on various issues. Appendix IV lists these materials.

FEDERAL REAL PROPERTY IN THE UNITED STATES

The General Services Administration's latest published inventory shows that as of September 30, 1979, the Federal Government owned 24,520 installations ^{1/} in the 50 States and the District of Columbia. These installations consisted of

- 744.1 million acres, or 32.7 percent of all land (2,271.3 million acres) in the United States;
- 405,147 buildings comprising over 2.65 billion square feet of floor area; and
- \$52.3 billion (acquisition cost basis) worth of structures and facilities such as power development, flood control, and navigation projects; utility and communications systems; roads and bridges; reclamation and irrigation projects; airfield pavements; harbor and port facilities; and miscellaneous military facilities, monuments, and memorials.

^{1/}Installations are those entities whose property holdings are reported to the General Services Administration. They vary in size and type from a national park or hydroelectric project to a single office or vacant lot.

The Government does not attempt to establish the market value of Federal real property. Instead, the property is generally accounted for on the basis of acquisition cost. The total recorded cost of Federal real property as of September 30, 1979, was \$104.9 billion; however, 684.3 million acres, or about 92 percent of the 744.1 million acres of Federal land, is public domain land which is carried on the books at no cost. The \$104.9 billion consists of \$9.7 billion for land, \$42.9 billion for buildings, and \$52.3 billion for structures (other than buildings) and facilities.

The Department of Defense controlled 1.91 billion square feet of the Federal buildings in the United States, or 72.2 percent of the total. The cost of its structures and facilities represented about 54 percent of the total cost of all Federal structures and facilities. It also owned the most real property (land, buildings, structures and facilities)--\$59.7 billion, or 56.9 percent of the total recorded cost. The Departments of the Interior (522.7 million acres) and Agriculture (187.9 million acres) together owned 95.5 percent of the total federally owned land in the country.

ESTIMATED MARKET VALUE OF FEDERAL PROPERTY IN THE UNITED STATES

Although the Government does not value its property at market, other groups have attempted from time to time to place a more current value on all or certain portions of the Government's real property. These current values have generally been based on historical costs updated by various indexes. Accordingly, such values are not the same as market value because they do not necessarily reflect the amount of money that could be realized in the marketplace.

In 1972 the House Committee on Government Operations estimated the then-current value of public domain land at \$29.9 billion. This estimate was not, however, broken out on a parcel-by-parcel basis. Also, the Advisory Commission on Intergovernmental Relations estimated the 1978 replacement value of Federal real property, excluding public domain land, at \$279 billion.

The Comptroller General's Interagency Advisory Committee on Federal Consolidated Financial Statements estimated that as of September 30, 1978, the then-current value of Federal buildings, structures, and facilities (not adjusted for accumulated depreciation) was \$316 billion. This figure, which was computed based on estimated historical costs adjusted by various indexes, did not include the value of Federal land holdings.

PROBLEMS AND ISSUES INVOLVED IN PLANNING FOR AND CARRYING OUT A PROPERTY DISPOSAL PROGRAM

As we pointed out in our August 1981 meeting with you, a large-scale disposal program of federally owned real property

would involve formulating new Federal policy that could have a far-reaching impact not only on many Federal programs but also on States and local communities. Also, according to officials from the General Services Administration and Interior's Bureau of Land Management, extensive resources, both staff and time, would be needed not only to administer such a program but also to determine the properties that could and should be sold, the market value of all Federal property, and the statutes and regulations governing or affecting Federal property sales that may need to be revised or waived. Furthermore, additional resources will be needed to determine the uses to which funds obtained from such sales could best be applied.

Identifying the lands and/or other property that could and should be sold to raise a specific amount of money would involve determining which properties are currently being used, future property needs, marketability, market value, and method of sale. In addition, the impact on local real estate markets, on other programs, and on the people, communities, and areas these programs serve would have to be determined. If the amount of money raised through the sale of excess and surplus properties was short of the amount required, a further determination would then be needed of what additional impact there should be on the possible sale of real property not yet declared excess by the various programs. Therefore, a decision to dispose of property not yet declared excess could also mean deciding to cut back or eliminate the associated program or service. Most Federal real property, other than public domain lands, has been acquired to support or provide some Federal program or service.

A disposal program would have to comply with many legislative provisions and requirements (such as historic preservation, land-use planning, protection of endangered species, and preservation of wild and scenic rivers) unless the act authorizing the program waived the provisions or requirements or they were otherwise revised. Which lands or other properties are disposed of and how long the disposal process takes could be affected by such provisions or requirements.

In addition, a study to decide whether public domain land could be disposed of would have to include a comparative analysis of the amount obtained from selling the land versus the income from the fees which could be generated from the land that would be sold.

At your request, we did not take the additional time needed to obtain agency comments on the information in this report. As arranged with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 10 days from the date of the report. At that time, we will send copies to interested parties and make copies available to others on request. Those receiving copies will include Senator

B-205666

Charles H. Percy and Representative Larry Winn, Jr., who have proposed Senate Resolution 231 and House Resolution 265, respectively, regarding the management of United States assets, and the Chairmen of the Senate Committee on Governmental Affairs and the House Committee on Government Operations, to which the respective proposed resolutions have been referred.

Sincerely yours,

A handwritten signature in cursive script that reads "Henry Eschwege". The signature is written in dark ink and is positioned above the typed name and title.

Henry Eschwege
Director

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ABBREVIATIONS

ACIR	Advisory Commission on Intergovernmental Relations
BLM	Bureau of Land Management
DOD	Department of Defense
FLPMA	Federal Land Policy and Management Act
GSA	General Services Administration

FEDERAL REAL PROPERTY IN THE UNITED STATES

The General Services Administration (GSA) maintains an inventory of real property owned and leased by the Federal Government in the United States and throughout the world. The inventory is published annually 1/ and consists of three reports:

1. "Detailed Listing of Real Property Owned by the United States and Used by Civil Agencies Throughout the World"
2. "Detailed Listing of Real Property Owned by the United States and Used by Military Agencies Throughout the World"
3. "Summary Report of Real Property Owned by the United States Throughout the World"

The third report condenses most of the information in the other two reports into tables and highlights certain statistical summaries with appropriate narrative. Other real property inventories are also compiled annually by each branch of the armed forces.

The detailed inventory of Federal real property is organized by Federal agency and, within the United States, by State. It lists the type of property, predominant use, and location (State, city, and county) for each installation. 2/ Each installation is classed as "land," "buildings," or "structures and facilities." In addition, the report gives information on the year in which the installation was acquired or constructed; the floor area; acreage; and the original cost of each parcel of land, building, structure, or facility. There is no information in these reports on the current market value.

As of September 30, 1979, the Federal Government had 24,250 installations in the 50 States and the District of Columbia. These installations consisted of 744.1 million acres, 2,653 million square feet of floor area, and numerous other structures and facilities.

COST OF REAL PROPERTY

As the following chart shows, the total recorded cost of Federal real property in the United States as of September 30,

1/The latest inventory reports were published in May 1981 for fiscal year 1979.

2/An installation is an entity whose property holdings are reported to GSA. Installations vary in size and type, ranging from a national park or hydroelectric project to a single office or vacant lot.

1979, was \$104.9 billion; however, 684.3 million acres of the 744.1 million acres owned by the Federal Government is public domain land which is carried on the books at no cost. Of the 744.1 million acres, about 148 million acres will be eventually conveyed to either the State of Alaska or the Alaska Natives.

COST OF FEDERAL REAL PROPERTY IN THE UNITED STATES

As of September 30, 1979



	Billion Dollars	or	Percent
Land	\$ 9.7	or	9.2%
Buildings	42.9	or	40.9
Structures and Facilities	52.3	or	49.9
TOTAL	\$104.9	=	100%

Source: General Services Administration

The following chart shows the cost of the land owned by the Government by predominant usage. Because public domain land is carried at no cost, it is not shown in the chart.

COST OF FEDERAL LAND IN THE UNITED STATES

...NO COST FOR PUBLIC DOMAIN

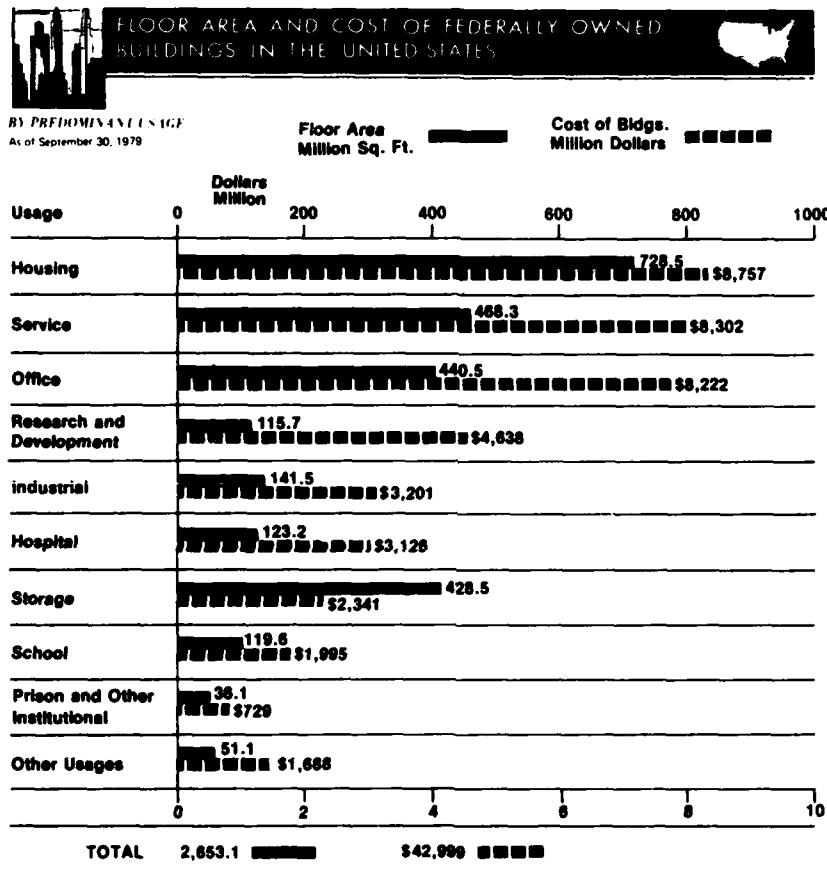
BY PREDOMINANT USAGE

As of September 30, 1979

	Cost Million Dollars
Flood Control and Navigation	\$4,424
Parks and Historic Sites	1,417
Forest and Wildlife	900
Office Building Locations	755
Reclamation and Irrigation	377
Military (except Airfields)	482
Power Development and Distribution	286
Industrial	210
Research and Development	146
Airfields	164
Storage	131
Institutional	112
Grazing	28
Harbor and Port Facilities	25
Housing	4
Vacant	2
Other Land Usages	217
TOTAL	\$9,680

Source: General Services Administration

As of September 30, 1979, the Federal Government owned 405,147 buildings in the United States, ranging from 6.6 million square feet in the Pentagon to less than 100 square feet of storage, service, or other space at various locations. The following chart shows the cost and floor area by predominant usage.



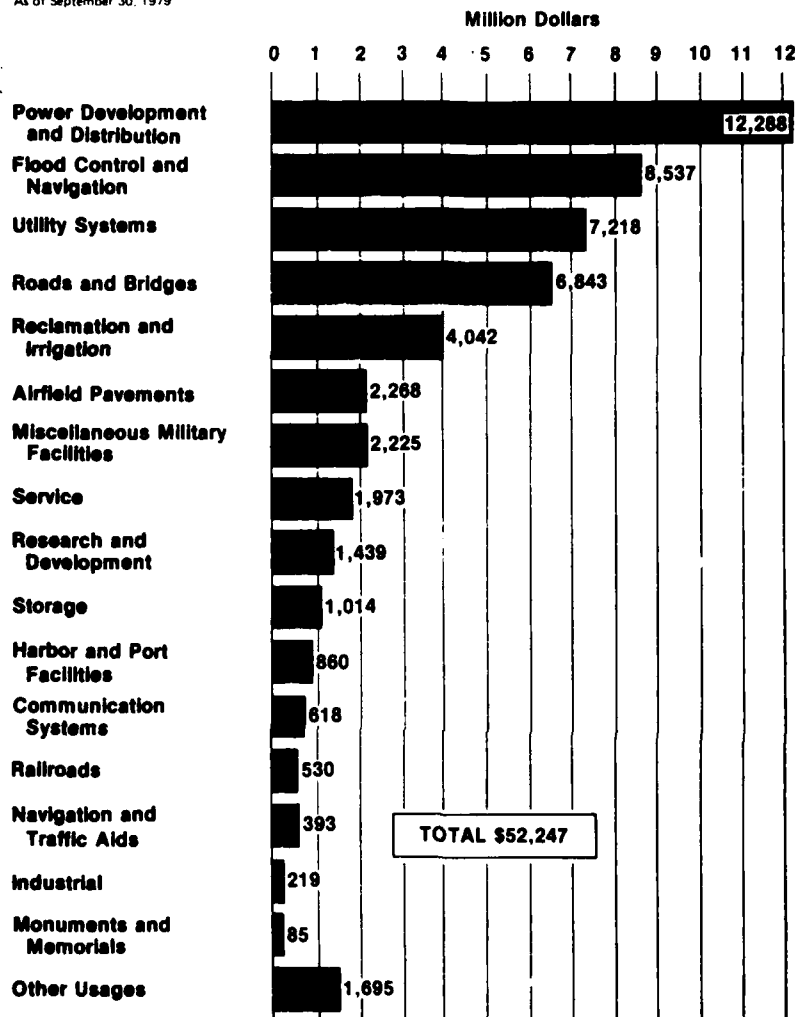
Source: General Services Administration

Structures and facilities owned by the Federal Government include such items as utility systems, communication systems, roads and bridges, railroads, monuments and memorials, airfield pavements, harbor and port facilities, hydroelectric and other power development projects, reclamation and irrigation projects, underground vaults, and parking areas. The following chart shows the cost for Federal structures and facilities by predominant usage.

COST OF FEDERAL STRUCTURES AND EQUIPMENT IN THE UNITED STATES



BY PREDOMINANT USAGE
As of September 30, 1979



Source: General Services Administration

FEDERAL REAL PROPERTY BY AGENCY

The Department of Defense (DOD) controls more federally owned building space in the United States than any other Government agency and also leads in the total cost of real property. As of September 30, 1979, DOD controlled 1,914 million square feet of Federal buildings, or 72.2 percent of the total. The cost of its real property was \$59.7 billion, or 56.9 percent of the total recorded cost of Federal real property in the United States.

The Departments of the Interior and Agriculture together owned 710.7 million acres, or 95.5 percent of all federally owned land in this country, as of September 30, 1979. The following table shows the Federal real property by agency.

**Federal Real Property in the United States by Agency and Bureau
As of September 30, 1979**

Agency	Number of installations	Land (acres)		Total	Buildings		Cost (thousands of dollars)				
		Urban	Rural		Number	Floor area (square feet)	Land	Buildings	Structures and facilities	Total	
CIVIL AGENCIES											
American Battle Monuments Commission	3	0	0	0	0	0	0	0	2,731	2,731	
Central Intelligence Agency	2	193.0	90.1	283.1	7	76,915	111	4,505	25	4,641	
Community Services Administration	5	2.6	2	2.8	6	59,363	83	430	0	513	
Department of Commerce:											
Maritime Administration	9	146.9	790.1	937.0	100	1,426,055	6,453	17,773	17,681	41,907	
National Oceanic and Atmospheric Administration	250	239.4	51,141.1	51,380.5	805	2,024,790	4,310	40,428	16,146	60,884	
National Bureau of Standards	7	795.5	385.2	1,180.7	48	2,895,718	1,200	101,966	16,512	119,678	
Office of Telecommunications	4	0	2,472.8	2,472.8	13	15,064	265	345	625	1,235	
Total	270	1,181.8	54,789.2	55,971.0	966	6,361,627	12,228	160,512	50,964	223,704	
Department of Energy:											
Alaska Power Administration	3	10.7	20,433.3	20,444.0	13	44,456	62	2,390	107,899	110,351	
Bonneville Power Administration	572	2,486.3	11,261.1	13,747.4	173	808,918	28,116	23,595	1,644,014	1,895,725	
Energy Research and Development Administration	108	42,106.6	1,286,801.9	1,328,908.5	6,685	84,457,967	117,891	3,340,879	1,628,657	5,087,427	
Southwestern Power	122	75.2	161.3	236.5	3	28,480	201	411	59,685	60,297	
Strategic Petroleum Reserve Office	5	0	2,111.7	2,111.7	48	14,254	83,085	295	488	83,868	
Naval Petroleum Oil Shale Reserve	6	0	202,934.2	202,934.2	52	191,248	3	3,332	8,575	11,910	
Western Area Power Administration	22	67.3	6,686.2	6,752.5	199	488,878	1,048	12,636	688,002	681,686	
Total	838	44,746.1	1,530,388.7	1,575,134.8	7,173	86,034,101	230,406	3,383,538	4,117,320	7,731,264	
Department of Justice:											
Bureau of Prisons	46	3,591.1	25,816.8	29,407.9	1,389	12,641,638	12,717	217,794	41,129	271,640	
Federal Bureau of Investigation	1	0	0	0	10	418,588	0	15,180	0	15,180	
Federal Prison Industries, Inc.	28	0	0	0	100	2,728,134	0	25,519	3,730	29,249	
Immigration and Naturalization Service	265	83.3	524.3	607.6	380	989,542	705	15,000	3,210	18,915	
Department of Labor:											
Employment and Training	43	3,468.4	1,088.8	4,557.2	1,432	9,654,469	6,495	62,633	14,208	83,336	
Mine Safety Health Admin	3	2	74.1	74.3	9	254,474	37	20,019	0	20,056	
Total	46	3,468.6	1,162.9	4,631.5	1,441	9,908,943	6,532	82,652	14,208	103,392	

Source: General Services Administration

**Federal Real Property in the United States by Agency and Bureau
As of September 30, 1979 (continued)**

Department of State: International Boundary & Water Comm. U.S.	18	347.8	120,134.8	120,482.6	115	193,047	43,269	1,963	135,513	190,725
Department of Agriculture:										
Animal/Plant Health Service	28	194.0	974.8	1,168.8	131	449,988	641	3,568	4,368	8,577
Federal Grain Inspection	1	0	0	0	1	3,076	0	51	0	51
Forest Service	229	1,051.0	187,507,176.2	187,508,227.2	14,368	17,611,998	607,762	224,595	4,050,068	4,882,416
Science/Education	192	803.9	398,968.4	399,772.3	2,844	10,804,061	13,504	196,066	35,626	235,186
Soil Conservation Service	29	52.0	1,483.7	1,535.7	113	227,291	459	1,870	584	2,913
Total	479	2,100.9	187,908,603.1	187,910,704.0	17,457	29,096,403	622,356	416,140	4,090,646	5,129,142
Department of Health, Education, and Welfare:										
Alcohol, Drug Abuse, and Mental Health:										
Center for Disease Control	2	339.3	0	339.3	99	3,077,466	374	62,723	6,350	69,447
Food and Drug Administration	8	117.4	0	117.4	44	1,068,261	234	40,430	214	40,878
Health Services Administration	8	526.5	241.5	768.0	55	1,109,406	5,866	72,076	9,219	67,161
National Institute of Health	169	804.2	514.8	1,319.0	1,895	9,667,909	2,139	198,670	11,571	212,380
National Institute of Education	8	1,430.6	33.2	1,463.8	165	6,331,361	4,394	198,802	11,174	214,370
Office of Education	1	12.4	0	12.4	0	0	5	0	0	5
Social Security Administration	64	0	0	0	161	6,143,093	0	121,725	0	121,725
	79	287.5	6.9	294.4	80	2,914,463	7,247	76,166	8	83,421
Total	339	3,517.9	796.4	4,314.3	2,499	30,311,968	20,259	770,592	38,536	429,387
Department of Housing and Urban Development:										
Office of the Secretary	3	264.6	2.7	267.3	0	0	908	0	2,347	3,255
Department of the Interior:										
Bureau of Indian Affairs	127	1,347.4	779,838.5	780,985.9	6,993	24,401,357	5,332	288,720	385,194	679,246
Bureau of Land Management	698	682.8	404,012,809.9	404,013,491.5	1,242	1,346,871	20,197	29,811	330,414	380,422
Bureau of Mines	25	147.1	12,910.6	13,057.7	297	1,620,793	946	28,281	18,082	47,309
Fish and Wildlife Service	712	18,894.7	43,031,696.0	43,050,589.7	5,029	7,638,673	304,089	80,486	126,539	511,114
Geological Survey	26	18.7	1,877.1	1,895.8	162	373,112	564	18,298	3,179	22,041
National Park Service	349	91,936.2	68,171,949.9	68,263,886.1	16,148	22,735,615	1,350,648	305,066	1,019,648	2,675,362
Office of Water Research and Technology	3	28.4	0	28.4	27	84,813	0	2,241	9,537	11,778
Water and Power Resources Service	208	16,627.4	6,899,190.2	6,815,817.6	2,446	4,258,263	399,079	56,312	6,102,585	6,557,976
Total	2,148	129,682.5	532,609,870.2	532,739,582.7	32,344	62,459,297	2,080,855	809,215	7,995,178	10,885,248
Department of Transportation:										
Federal Aviation Administration	7,936	2,886.9	55,949.6	56,836.5	7,023	10,974,696	28,739	486,026	362,704	877,469
Federal Highway Administration	5	30.2	43.2	73.4	11	130,044	750	2,735	14,945	18,430
Federal Railroad Administration	2	1,412.9	36,594.6	38,007.5	232	1,027,716	309	26,799	143,235	170,343
St. Lawrence Seaway	1	7.3	2,897.4	2,904.7	13	74,822	962	3,215	114,077	118,254
Transportation System Center	1	14.0	0	14.0	5	357,187	1,786	17,517	5,504	24,807
U.S. Coast Guard	1,669	7,291.4	81,654.3	88,945.7	4,916	22,060,810	51,159	393,583	280,303	724,845
Total	9,514	11,642.7	177,139.1	186,781.8	12,200	34,625,074	83,706	929,675	920,768	1,934,148

**Federal Real Property in the United States by Agency and Bureau
As of September 30, 1979 (continued)**

Environmental Protection Agency	26	174.7	99.3	274.0	97	1,094,698	3,925	48,504	6,156	58,585
Federal Communications Commission	16	47.7	2,525.4	2,573.1	74	113,037	630	2,260	977	3,867
General Services Administration	1,024	9,408.9	7,140.0	16,548.9	2,759	203,086,790	383,882	3,111,185	84,947	3,580,014
Government Printing Office	1	5.5	.0	5.5	4	1,432,000	0	9,085	0	9,085
International Communication Agency	6	.0	8,701.9	8,701.9	33	223,809	1,654	10,907	34,233	46,794
National Science Foundation	10	450.2	3,123.4	3,573.6	175	821,415	1,200	55,663	42,170	99,033
National Aeronautics and Space Administration	35	5,012.7	128,879.7	133,892.4	2,285	32,187,315	115,189	1,603,514	1,154,982	2,873,685
Tennessee Valley Authority	207	169.5	988,702.5	988,872.0	483	3,569,345	394,334	59,225	4,670,175	5,123,734
Treasury Department:										
Bureau of Engraving and Printing	1	8.7	.0	8.7	2	1,447,440	1,478	21,184	0	22,662
Bureau of Customs	36	3.7	350.0	353.7	73	125,475	56	3,631	428	4,115
Bureau of the Mint	7	12.1	76.6	90.7	10	1,034,551	4,840	28,429	28	33,297
Federal Law Enforcement Training	1	.0	1,525.6	1,525.6	192	1,317,167	3,051	8,310	1,504	12,865
Office of the Secretary	1	6.3	.0	6.3	2	902,908	0	20,803	0	20,803
Secret Service	1	.0	490.3	490.3	9	43,449	474	2,024	3,633	6,131
Total	46	30.8	2,444.5	2,475.3	288	4,870,990	9,899	84,381	5,583	99,873
U.S. Postal Service	3,692	6,199.3	.0	6,199.3	3,569	100,738,745	421,298	2,831,937	339	3,253,574
Veterans Administration	314	15,176.4	10,218.0	25,394.4	5,014	115,026,974	53,298	2,328,015	368,278	2,749,591
Total, civil agencies	19,482	237,498.6	713,581,153.2	713,818,651.8	90,868	739,069,748	4,499,433	16,978,381	23,784,165	45,261,969
DEFENSE AGENCIES										
Defense, military functions:										
Department of the Army	1,263	869,178.0	9,798,697.0	10,657,875.0	116,785	735,674,695	317,785	9,442,863	5,105,727	14,866,395
Department of the Navy	511	1,800,438.6	1,358,183.7	3,158,622.3	85,831	694,022,538	286,801	6,984,978	4,508,509	11,780,288
Department of the Air Force	2,026	32,575.0	8,243,682.0	8,276,237.0	103,349	560,892,891	183,072	9,371,401	6,088,348	15,643,821
Total	3,800	2,692,191.6	19,400,542.7	22,092,734.3	304,965	1,990,590,224	787,658	25,799,262	15,703,584	42,290,504
Defense, civil functions: Corps of Engineers	1,238	62,762.9	8,171,720.6	8,234,483.5	9,314	13,477,129	4,393,377	221,362	12,759,518	17,374,257
Total, Defense agencies	5,038	2,754,954.5	27,572,263.3	30,327,217.8	314,279	1,914,067,353	5,181,035	26,020,624	28,463,102	59,664,761
Total, all agencies	24,520	2,992,483.1	741,153,416.5	744,145,869.6	405,147	2,653,137,101	9,680,468	42,999,005	52,247,257	104,926,730

FEDERAL REAL PROPERTY BY STATE

The Federal Government owns real property in each of the 50 States and the District of Columbia. California leads other States in cost of federally owned real property and in floor area. Alaska leads in federally owned land in the United States. The following table shows the Federal real property by State as of September 30, 1979.

Federal Real Property in the United States by State As of September 30, 1979

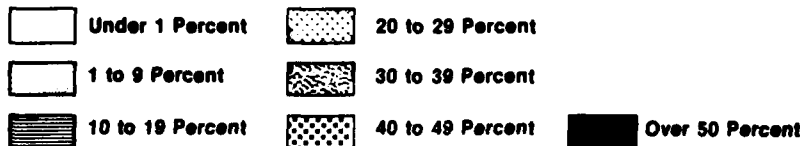
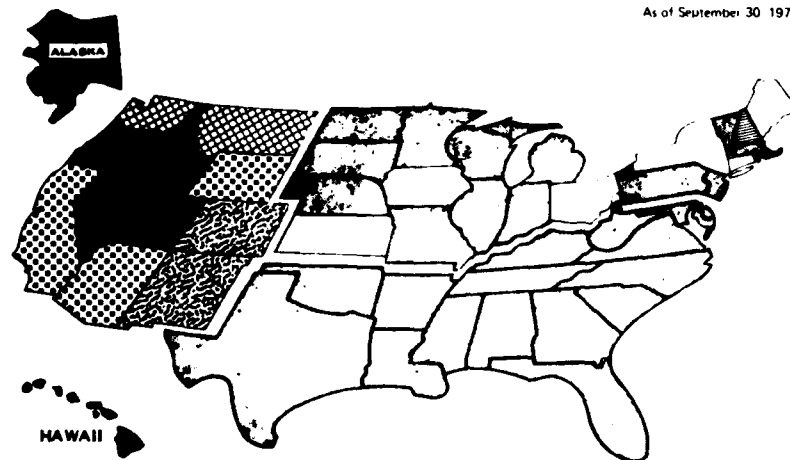
State	Number of installations	Land (Acres)		Total	Number of buildings	Cost (thousands of dollars)		
		Urban	Rural			Land	Buildings	Structures and facilities
Alabama	365	835.6	1,121,452.5	1,122,288.1	7,331	118,078	719,080	2,329,001
Alaska	1,177	724,418.0	332,691,797.4	333,416,215.4	7,650	109,126	1,413,420	2,735,720
Arizona	386	3,473.6	32,010,802.5	32,014,276.1	11,023	74,219	900,470	1,347,711
Arkansas	322	5,332.9	3,352,958.2	3,358,291.1	4,520	283,525	289,903	1,197,587
California	1,579	1,501,104.3	45,201,020.7	46,702,125.0	59,726	1,004,174	5,058,873	5,969,829
Colorado	480	26,453.9	23,581,492.6	23,607,946.5	6,998	194,247	1,164,084	1,213,003
Connecticut	206	8,412.9	9,335.9	17,748.8	2,086	41,941	249,172	83,011
Delaware	95	480.6	40,371.3	40,851.9	997	10,878	151,050	69,371
District of Columbia	186	11,960.7	868.4	12,829.1	2,148	161,588	1,412,420	232,240
Florida	795	35,552.5	4,005,392.7	4,040,945.2	14,982	384,653	1,835,643	1,862,644
Georgia	489	24,156.7	2,253,204.3	2,277,361.0	12,546	200,813	1,122,029	805,515
Hawaii	295	55,696.9	604,923.2	660,620.1	14,481	62,462	789,851	621,737
Idaho	365	974.9	33,758,596.7	33,759,571.6	4,163	58,677	330,272	1,258,373
Illinois	710	5,077.5	601,519.1	606,596.6	7,260	182,099	1,432,418	764,804
Indiana	354	2,007.3	494,640.2	496,647.5	5,328	150,340	457,798	480,210
Iowa	305	657.7	226,790.6	227,448.3	1,707	63,874	221,362	166,501
Kansas	328	1,757.5	731,257.2	733,014.7	7,431	298,163	589,359	852,841
Kentucky	338	2,447.2	1,411,903.4	1,414,350.6	6,845	365,953	746,286	1,886,221
Louisiana	388	5,525.7	1,093,069.4	1,098,595.1	5,374	152,467	643,781	456,908
Maine	299	9,157.0	125,644.6	134,801.6	3,114	11,194	287,050	225,748
Maryland	378	10,553.6	192,456.3	203,009.9	11,684	111,637	1,860,986	671,568
Massachusetts	456	15,866.2	64,030.5	79,896.7	5,276	115,561	743,189	267,523
Michigan	708	1,885.3	3,465,490.9	3,467,376.2	6,079	113,457	533,050	270,277
Minnesota	398	6,540.4	3,416,463.5	3,423,003.9	3,068	85,024	270,438	174,907
Mississippi	300	4,435.8	1,726,131.7	1,730,567.5	5,556	165,215	459,382	589,871
Missouri	665	12,057.6	2,183,525.4	2,195,583.0	6,197	430,672	922,938	643,394
Montana	632	1,231.8	27,739,340.4	27,740,572.2	5,867	74,241	226,434	1,960,634
Nebraska	349	615.3	711,557.7	712,173.0	2,487	98,836	242,241	401,958
Nevada	239	192.4	60,505,921.7	60,506,114.1	4,864	39,590	297,570	485,622
New Hampshire	97	2,640.1	719,249.2	721,889.3	824	28,979	116,639	88,513
New Jersey	405	53,347.4	98,182.2	151,529.6	7,339	132,647	926,333	433,630
New Mexico	338	8,431.2	25,865,313.5	25,873,744.7	11,644	43,211	906,987	816,184
New York	1,094	43,433.2	202,481.9	245,915.1	9,347	188,850	1,688,788	628,135
North Carolina	461	100,513.3	1,950,338.8	2,050,852.1	15,486	149,729	815,341	684,023
North Dakota	631	114.8	2,386,270.8	2,386,385.4	4,876	457,973	482,204	1,057,945
Ohio	628	5,354.7	339,954.0	345,308.7	5,562	246,563	1,399,894	923,144
Oklahoma	381	59,808.5	1,530,144.7	1,590,953.2	7,251	498,463	603,025	1,076,588
Oregon	787	3,247.8	32,310,440.1	32,313,687.9	4,519	390,164	198,205	3,467,764
Pennsylvania	754	9,434.9	723,130.4	732,565.3	6,284	364,227	1,061,284	766,022
Rhode Island	101	7,115.7	896.1	8,011.8	2,725	9,215	265,961	145,529
South Carolina	263	69,296.5	1,107,093.2	1,176,398.7	9,835	99,473	1,037,703	695,780
South Dakota	407	1,402.0	3,490,906.5	3,492,308.5	2,968	190,698	235,912	892,270
Tennessee	484	42,005.2	1,811,930.8	1,853,936.0	5,905	394,991	1,282,434	3,400,276
Texas	1,236	24,943.3	3,383,711.9	3,408,655.2	26,330	472,584	2,555,895	1,831,989
Utah	306	2,612.2	33,527,355.2	33,529,967.4	4,853	27,286	435,024	616,259
Vermont	109	1,827.6	293,734.3	295,561.9	324	19,618	38,010	44,489
Virginia	571	65,904.4	2,343,943.5	2,409,747.9	18,109	189,472	2,024,276	1,849,074
Washington	892	4,741.4	12,467,962.3	12,472,703.7	15,770	292,965	1,141,339	4,876,773
West Virginia	260	426.2	1,096,632.0	1,097,058.2	969	225,751	144,943	332,619
Wisconsin	418	843.4	1,866,891.2	1,867,734.6	4,395	43,202	265,734	164,718
Wyoming	341	6,147.5	30,323,408.0	30,329,555.5	3,236	53,605	102,627	494,025
Total	24,520	2,992,453.1	741,153,416.5	744,145,869.6	405,147	9,580,468	42,999,005	52,247,257
								104,926,730

Source: General Services Administration

In the 11 Western States--Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming--the Federal Government owned 358.9 million acres, or 47.7 percent of the acreage. These lands are principally public domain land used for national forests, national parks, and grazing. The following map depicts the Federal ownership pattern in the United States.

**PERCENT OF LAND OWNED BY THE FEDERAL GOVERNMENT
IN THE UNITED STATES**

As of September 30, 1979



Total U.S. 2,271.3 Million Acres (100 Percent)

Federally Owned 744.1 Million Acres 32.7 percent)

States	Acres (In Millions)		Percent Federally Owned
	Federally Owned	Total in States	
Alaska	333.4	365.5	91.2
Western	358.9	752.9	47.7
S. Atlantic, S. Central, D.C.	28.9	561.2	5.1
Northeastern, N. Central	22.3	587.6	3.8
Hawaii	0.6	4.1	14.6
TOTAL	744.1	2,271.3	32.7

Source: General Services Administration

FEDERAL REAL PROPERTY BY PREDOMINANT USAGE

Federal real property uses are many and varied. GSA summarizes all real property by agency and usage in three categories--land, buildings, and structures and facilities.

Land

GSA uses 18 different categories to classify land usage. Of the 744.1 million acres of federally owned land in the United States as of September 30, 1979, 446.4 million acres, or 60 percent, were primarily for forest and wildlife. Certain agencies, because of their assigned functions, control major portions of the acreage in each of the principal land usage categories. For example, the Department of the Interior leads in seven land usage categories. The following table shows the acreage and cost by agency and by usage as of September 30, 1979.

Federally Owned Land by Agency and Predominant Usage
As of September 30, 1979

	Agriculture			Grazing			Forest and wildlife			Parks and historic sites		
	Acres	Cost	Acres	Cost	Acres	Cost	Acres	Cost	Acres	Cost	Acres	Cost
PART I--UNITED STATES												
CIVIL AGENCIES												
Civil Intelligence Agency	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Community Services Administration	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Department of Commerce	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Department of Energy	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Department of Justice	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Department of Labor	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Department of State	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Department of Agriculture	1,529.6	430	19,678,689.8	15,684	167,453,262.6	553,383	444.3	6,522				
Department of Health, Education, and Welfare	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Department of Housing and Urban Development	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Department of the Interior	135.6	4	142,811,719.8	11,769	278,826,636.3	312,223	68,314,914.6	1,251,012				
Department of Transportation	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Environmental Protection Agency	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Federal Communications Commission	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
General Services Administration	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
International Communication Agency	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
National Science Foundation	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
National Aeronautics and Space Administration	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Tennessee Valley Authority	127.2	0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Treasury Department	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
U.S. Postal Service	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Veterans' Administration	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Total, civil agencies	1,792.3	434	162,490,409.6	27,443	446,280,308.3	866,002	68,478,736.0	1,400,111				
DEFENSE												
Military functions:												
Department of the Army	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Department of the Navy	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Department of Air Force	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0
Total, military functions	0	0	0	0	0	0	0	0	0	0	0	0
Civil functions: Corps of Engineers												
Corps of Engineers	78.8	0	25.7	120	130,791.1	34,094	53,042.6	17,207				
Total, Defense agencies	78.8	0	25.7	120	130,791.1	34,094	53,042.6	17,207				
Total, all agencies	1,871.1	434	162,490,435.3	27,503	446,401,699.4	900,096	68,531,778.6	1,417,318				

Source: General Services Administration

**Federally Owned Land by Agency and Predominant Usage
As of September 30, 1979 (continued)**

	Office building location			Military-excluding airfields			Airfields			Harbor and port facilities		
	Acres	Cost		Acres	Cost		Acres	Cost		Acres	Cost	
PART 2—UNITED STATES												
CIVIL AGENCIES												
Central Intelligence Agency	149.3		56			0		0				0
Community Services Administration	.8		55			0		0				0
Department of Commerce	15.2		59			0		0		72.0		2,761
Department of Energy	41.4		44			0		0				0
Department of Justice	541.4		425			0		0				0
Department of Labor	1.7		1,300			0		0				0
Department of State	.9		0			0		0				0
Department of Agriculture	3.8		21			0		0				0
Department of Health, Education, and Welfare	56.4		5,142			0		0		9.7		53
Department of Housing and Urban Development	.0		0			0		0				0
Department of the Interior	1,981.3		1,188			0		2,787.5				0
Department of Transportation	32.7		29			1,569.4		1,474		12,979.1		17,890
Environmental Protection Agency	.0		0			0		0				0
Federal Communications Commission	.0		0			0		0				0
General Services Administration	6,439.7		324,573			193.0		100				0
International Communication Agency	.0		0			0		0				0
National Science Foundation	.0		0			0		0				0
National Aeronautics Space Administration	14.0		65			0		0				0
Tennessee Valley Authority	1.7		222			0		0				0
Treasury Department	56.3		140			0		0				0
U.S. Postal Service	6,196.9		420,926			0		0				0
Veterans Administration	.0		0			0		0				0
Total, civil agencies	15,533.5	754,213	1,762.4	1,574	15,766.6	17,890	121.4	5,020				
DEFENSE												
Military functions:												
Department of the Army	.0		0			9,297,442.0		330,480		60,693.0		1,241
Department of the Navy	.0		0			1,848,576.5		218,202		0		0
Department of the Air Force	.0		0			6,848,096.0		31,925		1,414,774.0		144,921
Total, military functions	.0	0	17,994,214.5	480,607	1,475,467.0	146,162	21,718.0	17,616				
Civil functions: Corps of Engineers												
	104.9		788			.0		0		2,278.4		2,640
Total, Defense agencies	104.9	788	17,994,214.5	480,607	1,475,467.0	146,162	23,996.4	20,256				
Total, all agencies	15,638.4	755,031	17,995,976.9	462,181	1,491,233.6	164,052	24,117.8	25,276				

**Federally Owned Land by Agency and Predominant Usage
As of September 30, 1979 (continued)**

	Power development and distribution			Reclamation and irrigation			Flood control and navigation			Vacant
	Acres	Cost	Acres	Cost	Acres	Cost	Acres	Cost		
PART 3—UNITED STATES										
CIVIL AGENCIES										
Central Intelligence Agency	.0	0	.0	0	.0	0	.0	0	.0	0
Community Services Administration	.0	0	.0	0	.0	0	.0	0	.0	0
Department of Commerce	.0	0	.0	0	.0	0	.0	0	.0	0
Department of Consumer	41,042.6	29,411	137.6	13	.0	0	.0	0	.0	0
Department of Energy	.0	0	.0	0	.0	0	.0	0	.0	0
Department of Justice	.0	0	.0	0	.0	0	.0	0	.0	0
Department of Labor	.0	0	.0	0	.0	0	.0	0	.0	0
Department of State	.0	0	27.1	2	120,292.7	43,257	0	0	.0	94
Department of Agriculture	.0	0	.0	0	.0	0	.0	0	.0	0
Department of Health, Education and Welfare	.0	0	.0	0	.0	0	.0	0	.0	0
Department of Housing and Urban Development	.0	0	.0	0	.0	0	.0	0	.0	0
Department of the Interior	.0	0	.0	0	.0	0	.0	0	.0	0
Department of Transportation	731,542.6	16,021	6,015,056.3	377,391	49,767.1	3,840	17.0	37,991	171.7	2
Environmental Protection Agency	.0	0	.0	0	87,356.3	0	.0	0	.0	0
Federal Communications Commission	.0	0	.0	0	.0	0	.0	0	.0	0
Federal Services Administration	.0	0	.0	0	.0	0	.0	0	.0	0
International Communication Agency	.0	0	.0	0	4.0	0	.0	0	.0	0
National Science Foundation	.0	0	.0	0	.0	0	.0	0	.0	0
National Aeronautics and Space Administration	.0	0	.0	0	.0	0	.0	0	.0	0
Tennessee Valley Authority	43,501.1	33,893	.0	0	714,488.1	234,230	.0	0	.0	0
Treasury Department	.0	0	.0	0	.0	0	.0	0	.0	0
U.S. Postal Service	.0	0	.0	0	.0	0	.0	0	.0	0
Veterans Administration	.0	0	.0	0	.0	0	.0	0	.0	0
Total, civil agencies	816,086.3	81,315	6,015,221.0	377,406	971,886.2	319,318	2,957.1	4,104,361	73.9	2,043
DEFENSE										
Military functions:										
Department of the Army	.0	0	.0	0	.0	0	.0	0	.0	0
Department of the Navy	.0	0	.0	0	.0	0	.0	0	.0	0
Department of the Air Force	.0	0	.0	0	.0	0	.0	0	.0	0
Total, military functions	.0	0	.0	0	.0	0	.0	0	.0	0
Civil functions: Corps of Engineers										
Corps of Engineers	725,590.0	204,908	.0	0	7,325,453.2	4,104,361	73.9	4,104,361	73.9	0
Total, Defense agencies	725,590.0	204,908	.0	0	7,325,453.2	4,104,361	73.9	4,104,361	73.9	0
Total, all agencies	1,541,676.3	286,223	6,015,221.0	377,406	8,297,341.4	4,423,679	3,031.0	8,228,722	147.8	2,043

Federally Owned Land by Agency and Predominant Usage
As of September 30, 1979 (continued)

	Institutional			Housing			Storage			Industrial		
	Acres	Cost		Acres	Cost		Acres	Cost		Acres	Cost	
PART 4-UNITED STATES												
CIVIL AGENCIES												
Central Intelligence Agency	0	0	0	0	0	0	0	0	0	0	0	0
Community Services Administration	28	2.0	1,211	0	0	0	0	0	0	0	0	0
Department of Commerce	81.8	0	1,211	1.1	0	0	3.8	54	0	1	10	0
Department of Energy	0	0	0	0	0	0	2,111.7	83,085	1,379,631.3	0	87,103	0
Department of Justice	29,417.0	12,954	24.6	35	0	0	0	0	0	0	0	0
Department of Labor	4,220.2	4,703	21.1	434	0	0	0	0	0	0	0	0
Department of State	0	0	0	0	0	0	0	0	0	0	0	0
Department of Agriculture	0	0	0	5	2	0	98.9	16	0	0	0	0
Department of Health, Education and Welfare	3,549.3	12,548	0	0	0	0	0	0	0	0	0	0
Department of Housing and Urban Development	0	0	0	0	0	0	0	0	0	0	0	0
Department of the Interior	21,366.8	1,245	322.1	84	0	0	915.5	571	781.0	33	2,033	0
Department of Transportation	6,687	3,434	874.0	0	0	0	5.1	9	325.2	0	0	0
Environmental Protection Agency	0	0	0	0	0	0	0	0	0	0	0	0
Federal Communications Commission	0	0	0	0	0	0	0	0	0	0	0	0
General Services Administration	333.0	4,050	1.3	201	0	0	6,106.5	33,800	434.3	565	0	0
International Communication Agency	0	0	0	0	0	0	0	0	0	0	0	0
National Science Foundation	0	0	0	0	0	0	0	0	0	0	0	0
National Aeronautics and Space Administration	0	0	0	0	0	0	8.5	1	998.3	10,662	0	0
Tennessee Valley Authority	0	0	0	0	0	0	0	0	0	1,641.3	716	0
Treasury Department	2,015.9	3,525	19.1	14	0	0	82.3	5	19.7	6,213	0	0
U.S. Postal Service	0	0	0	0	0	0	0	0	0	0	0	0
Veterans Administration	17,007.6	44,811	0	0	0	0	194.7	170	0	0	0	0
Total, civil agencies	78,662.3	86,309	1,263.8	4,065	9,525.0	117,711	1,383,836.7	107,335				
DEFENSE												
Military functions:												
Department of the Army	439,394.0	23,416	0	0	0	0	331,502.0	13,146	474,758.0	30,292	0	0
Department of the Navy	0	0	0	0	0	0	0	0	593,257.0	66,341	0	0
Department of the Air Force	0	0	0	0	0	0	0	0	13,367.0	6,226	0	0
Total, military functions	439,394.0	23,416	0	0	0	0	331,502.0	13,146	1,071,382.0	102,859	0	0
Civil functions: Corps of Engineers	0	0	0	0	0	0	146.2	300	3	20	0	0
Total, Defense agencies	439,394.0	23,416	0	0	0	0	331,648.2	13,446	1,071,382.3	102,879	0	0
Total, all agencies	518,056.3	111,725	1,263.8	4,065	9,525.0	131,157	2,455,219.0	210,214				

**Federally Owned Land by Agency and Predominant Usage
As of September 30, 1979 (continued)**

	Research and development		Other land		Total land	
	Acres	Cost	Acres	Cost	Acres	Cost
PART B--UNITED STATES						
CIVIL AGENCIES						
Civil Intelligence Agency	.0	.0	0	133.8	55	263.1
Community Services Administration	.0	.0	0	.0	0	83
Department of Commerce	54,870.3	5,125	1,099.4	.0	2,960	55,971.0
Department of Energy	99,430.9	90,743	52,799.3	.0	7	1,575,134.8
Department of Justice	.0	.0	0	32.5	10	30,015.5
Department of Labor	.0	.0	0	.0	1	4,631.5
Department of State	.0	.0	0	161.9	0	120,482.6
Department of Agriculture	466,784.5	8,246	309,881.7	.0	37,999	187,910,704.0
Department of Health, Education and Welfare	708.6	2,666	.0	.0	0	4,314.3
Department of Housing and Urban Development	.0	.0	0	264.6	907	267.3
Department of the Interior	1,974.3	923	25,949,635.0	.0	2,559	522,739,582.7
Department of Transportation	5,015.5	4,639	79,764.4	.0	10,705	188,781.8
Environmental Protection Agency	274.0	3,925	.0	.0	0	274.0
Federal Communications Commission	.0	.0	0	2,575.3	630	2,575.1
General Services Administration	80.6	475	458.1	.0	18,168	16,548.9
International Communication Agency	.0	.0	0	8,701.9	1,635	8,701.9
National Science Foundation	3,573.5	1,200	.0	.0	0	3,573.6
National Aeronautics Space Administration	112,229.4	86,400	20,842.2	.0	18,051	133,892.4
Tennessee Valley Authority	117.0	.0	72,950.2	.0	90,888	98,682.0
Treasury Department	.0	.0	282.0	.0	2	2,475.3
U.S. Postal Service	.0	.0	2.4	.0	372	6,199.3
Veterans Administration	.0	.0	.0	.0	0	25,394.4
Total, civil agencies	744,858.7	144,246	26,509,322.6	194,968	713,818,651.8	4,499,433
DEFENSE						
Military functions:						
Department of the Army	32,368.0	1,594	.0	.0	0	10,657,875.0
Department of the Navy	.0	.0	726,688.8	.0	2,258	3,158,622.3
Department of the Air Force	.0	.0	.0	.0	0	8,276,237.0
Total, military functions	32,368.0	1,594	726,688.8	2,258	22,092,754.3	787,558
Civil functions: Corps of Engineers						
	247.0	156	6,951.4	.0	28,688	8,234,483.5
Total, Defense agencies	32,615.0	1,750	733,340.2	30,941	30,327,217.8	5,181,035
Total, all agencies	777,473.7	145,996	27,242,662.8	215,909	744,145,869.6	9,680,468

Buildings

As of September 30, 1979, 78 percent of the floor area of Federal buildings in the United States was used for housing, service, storage, and offices. DOD controlled buildings which accounted for the major portion of five of the six leading usage categories. The following table shows the number of buildings, floor area, and cost by agency and predominant usage.

Federally Owned Buildings by Agency and Predominant Usage As of September 30, 1979

PART 1 - U.S.	OFFICE			INDUSTRIAL			RESEARCH		
	BLDGS	FLOOR AREA	COST	BLDGS	FLOOR AREA	COST	BLDGS	FLOOR AREA	COST
CIVIL AGENCIES									
ARMY BATTLE MONITOR COM	0	0	0	0	0	0	0	0	0
CENTRAL INTELLIGENCE AG	1	10,274	262	0	0	0	0	0	0
COMMUNITY SERVICES ADM	5	59,315	430	0	0	0	0	0	0
DEPARTMENT OF COMMERCE	55	551,401	14,525	0	0	0	0	0	0
DEPARTMENT OF ENERGY	730	6,397,803	14,924	2	404,844	14,000	0	0	0
DEPARTMENT OF JUSTICE	103	635,109	14,070	7	80,444	2,992	261	7,507,004	145,403
DEPARTMENT OF LABOR	103	801,458	9,000	20	180,000	1,453	0	0	0
DEPARTMENT OF STATE	10	47,424	401	0	0	0	0	0	0
DEPT OF AGRICULTURE	425	2,202,400	36,900	3	5,274	102	0	0	0
DEPT OF HEALTH EDUC WEL	204	5,532,376	1,09,936	05	4,244,205	1,49,520	0	0	0
DEPT OF HSG & URBAN DEV	0	0	0	0	0	0	0	0	0
DEPT OF THE INTERIOR	902	2,837,405	68,800	18	100,103	475	0	0	0
DEPT OF TRANSPORTATION	240	2,131,072	20,004	44	400,101	6,774	0	0	0
ENVIRON PROTECT AGENCY	3	15,936	578	0	0	0	0	0	0
FED COMMUNICATIONS COMM	1	1,620	44	0	0	0	0	0	0
GENERAL SERVICES ADMIN	966	144,789,540	1,776,063	17	62,461	415	0	0	0
GOVERNMENT PRINTING OFF	6	1,432,000	9,005	0	0	0	0	0	0
INTERNATIONAL COM AGEN	0	0	0	0	0	0	0	0	0
NATIONAL SCIENCE FOUND	7	170,233	4,365	0	0	0	0	0	0
NATL AERO SPACE ADMIN	473	5,442,492	142,500	0	12,730	520	0	0	0
TENNESSEE VALLEY AUTH	32	488,240	10,733	0	0	0	0	0	0
TREASURY DEPARTMENT	36	1,249,474	44,500	0	0	0	0	0	0
US POSTAL SERVICE	2,569	100,728,745	2,431,937	0	0	0	0	0	0
VETERANS ADMINISTRATION	222	4,809,289	82,352	909	19,606,405	3,004,362	0	0	0
TOTAL CIVIL AGENCIES	8,671	201,506,140	6,400,326	1,134	47,331,503	2,048,891	261	7,507,004	152,486
DEFENSE									
MILITARY FUNCTIONS									
DEPARTMENT OF THE ARMY	4,463	57,409,200	656,904	526	10,425,322	493,609	0	0	0
DEPARTMENT OF THE NAVY	2,495	58,478,975	444,377	207	9,450,141	441,240	0	0	0
DEPT OF THE AIR FORCE	2,736	41,480,244	702,180	351	5,947,553	320,273	0	0	0
TOTAL MILITARY FUNCTIONS	10,474	157,376,559	1,783,467	1,592	27,841,038	1,085,152	0	0	0
CIVIL FUNCTIONS									
CORPS OF ENGINEERS	421	1,041,134	37,715	0	0	0	0	0	0
TOTAL DEFENSE AGENCIES	10,495	159,017,713	1,821,182	1,592	27,841,038	1,085,152	0	0	0
TOTAL - ALL AGENCIES	19,266	440,522,853	8,221,508	2,726	123,192,543	3,120,143	261	7,507,004	152,486

PART 2 - U.S.	SCHOOL			OTHER INSTITUTIONS			HOUSING		
	BLDGS	FLOOR AREA	COST	BLDGS	FLOOR AREA	COST	BLDGS	FLOOR AREA	COST
CIVIL AGENCIES									
ARMY BATTLE MONITOR COM	0	0	0	0	0	0	0	0	0
CENTRAL INTELLIGENCE AG	0	0	0	0	0	0	0	0	0
COMMUNITY SERVICES ADM	0	0	0	0	0	0	0	0	0
DEPARTMENT OF COMMERCE	20	904,100	11,958	0	0	0	250	2,500,000	3,000,000
DEPARTMENT OF ENERGY	12	141,040	2,747	14	446,311	8,464	0	0	0
DEPARTMENT OF JUSTICE	44	650,193	15,761	04	607,386	4,642	594	4,670,007	12,206
DEPARTMENT OF LABOR	325	3,582,215	19,674	24	420,106	23,465	554	4,670,007	12,206
DEPARTMENT OF STATE	0	0	0	0	0	0	0	0	0
DEPT OF AGRICULTURE	1	1,333	35	0	0	0	0	0	0
DEPT OF HEALTH EDUC WEL	163	5,947,675	122,791	147	2,013,200	55,374	4,007	5,831,041	60,000
DEPT OF HSG & URBAN DEV	0	0	0	0	0	0	0	0	0
DEPT OF THE INTERIOR	517	4,983,611	62,278	1,024	4,244,205	65,640	11,049	21,009,192	400,007
DEPT OF TRANSPORTATION	78	1,263,943	22,774	02	592,000	17,214	4,201	10,104,340	173,182
ENVIRON PROTECT AGENCY	0	0	0	0	0	0	0	0	0
FED COMMUNICATIONS COMM	0	0	0	0	0	0	0	0	0
GENERAL SERVICES ADMIN	0	50,240	546	44	607,386	11,777	413	291,107	3,300
GOVERNMENT PRINTING OFF	0	0	0	0	0	0	0	0	0
INTERNATIONAL COM AGEN	0	0	0	0	0	0	0	0	0
NATIONAL SCIENCE FOUND	0	0	0	0	0	0	0	0	0
NATL AERO SPACE ADMIN	0	169,517	14,500	0	0	0	75	147,262	2,731
TENNESSEE VALLEY AUTH	0	0	0	0	0	0	0	0	0
TREASURY DEPARTMENT	51	307,340	4,972	14	150,769	747	40	500,007	3,782
US POSTAL SERVICE	0	0	0	0	0	0	0	0	0
VETERANS ADMINISTRATION	12	270,074	3,300	252	11,400,140	192,372	1,013	8,200,070	33,000
TOTAL CIVIL AGENCIES	1,286	18,540,117	300,563	1,513	40,497,249	324,436	22,747	33,613,070	606,002
DEFENSE									
MILITARY FUNCTIONS									
DEPARTMENT OF THE ARMY	4,967	62,140,250	600,113	555	2,557,044	70,564	57,424	219,132,062	3,401,231
DEPARTMENT OF THE NAVY	2,563	38,235,240	614,547	444	2,074,441	110,144	44,749	178,005,140	1,981,500
DEPT OF THE AIR FORCE	1,584	20,610,200	409,440	124	1,423,470	45,928	64,654	223,003,248	2,403,494
TOTAL MILITARY FUNCTIONS	9,104	101,011,760	1,693,668	923	7,000,272	227,191	160,123	619,140,450	8,400,171
CIVIL FUNCTIONS									
CORPS OF ENGINEERS	5	41,352	780	0	0	0	0	0	0
TOTAL DEFENSE AGENCIES	9,109	101,073,112	1,694,448	923	7,000,272	227,191	160,123	619,140,450	8,400,171
TOTAL - ALL AGENCIES	10,395	119,542,256	1,995,017	2,436	47,497,521	551,627	320,246	1,238,280,520	16,800,342

Source: General Services Administration

Federally Owned Buildings by Agency and Predominant Usage As of September 30, 1979 (continued)

PART 3 - U.S.	STORAGE			INDUSTRIAL			RESEARCH AND DEVELOPMENT		
	BLDGS	FLOOR AREA	COST	BLDGS	FLOOR AREA	COST	BLDGS	FLOOR AREA	COST
CIVIL AGENCIES	0	0	0	0	0	0	0	0	0
ARMY BATTLE MONUM COM	1	1,000	0	0	0	0	0	0	0
CENTRAL INTELLIGENCE AG	1	40	0	0	0	0	0	0	0
COMMUNITY SERVICES ADM	0	0	0	0	0	0	0	0	0
DEPARTMENT OF COMMERCE	137	590,293	3,424	7	19,185	117	0	0	0
DEPARTMENT OF ENERGY	1,371	6,530,427	90,045	1,114	40,044,013	1,551,422	1,124	4,724,620	2,000,000
DEPARTMENT OF JUSTICE	301	1,337,199	7,642	50	1,014,574	4,510	90	700,675	4,000,000
DEPARTMENT OF LABOR	214	799,001	4,303	0	0	0	150	0	0
DEPARTMENT OF STATE	21	55,400	231	0	0	0	0	0	0
DEPT OF AGRICULTURE	5,007	6,052,223	29,013	27	21,511	121	27	0	0
DEPT OF HLTH EDU WEL	105	1,210,190	20,337	0	0	0	0	0	0
DEPT OF HSG & URBAN DEV	0	0	0	0	0	0	0	0	0
DEPT OF THE INTERIOR	7,104	8,745,704	65,531	293	1,401,055	12,224	3,202	2,000,000	7,200,000
DEPT OF TRANSPORTATION	2,133	4,155,020	37,037	133	1,000,712	15,627	1,000	0	0
ENVIRON PROTECT AGENCY	21	44,704	705	0	0	0	0	0	0
FED COMMUNICATIONS COMM	13	24,150	45	0	0	0	0	0	0
GENERAL SERVICES ADMIN	1,131	52,170,123	253,071	0	177,802	2,574	1,000	0	0
GOVERNMENT PRINTING OFF	0	0	0	0	0	0	0	0	0
INTERNATIONAL COM AGEN	0	0	0	0	0	0	0	0	0
NATIONAL SCIENCE FOUND	10	27,057	205	0	0	0	0	0	0
NATL AERO SPACE ADMIN	309	2,420,753	37,522	130	3,200,075	11,220	430	2,000,000	1,200,000
TENNESSEE VALLEY AUTH	95	800,005	7,433	79	1,340,030	8,228	130	2,000,000	1,200,000
TREASURY DEPARTMENT	40	229,290	1,430	0	0	0	0	0	0
US POSTAL SERVICE	0	0	0	0	0	0	0	0	0
VETERANS ADMINISTRATION	1,130	4,900,000	27,422	0	0	0	0	0	0
TOTAL CIVIL AGENCIES	19,950	90,930,894	621,924	1,002	52,580,028	1,770,105	6,566	27,000,000	12,000,000
DEFENSE									
MILITARY FUNCTIONS									
DEPARTMENT OF THE ARMY	10,431	150,920,405	601,445	0,767	44,000,702	881,412	4,400	1,500,000	2,000,000
DEPARTMENT OF THE NAVY	12,145	121,005,130	542,329	805	1,000,000	4,000,000	1,000	1,000,000	1,000,000
DEPT OF THE AIR FORCE	10,900	61,795,777	403,076	150	1,000,000	270,000	1,000	1,000,000	1,000,000
TOTAL MILITARY FUNCTIONS	41,546	334,329,320	1,000,000	7,078	47,750,000	1,000,000	6,400	3,500,000	4,000,000
CIVIL FUNCTIONS									
CORPS OF ENGINEERS	1,704	3,203,480	22,070	0	0	0	0	0	0
TOTAL DEFENSE AGENCIES	43,250	337,532,800	1,709,523	7,078	47,750,000	1,000,000	6,400	3,500,000	4,000,000
TOTAL - ALL AGENCIES	63,200	620,460,694	2,301,451	9,790	100,330,028	3,200,105	12,966	30,500,000	16,000,000

PART 4 - U.S.	RESEARCH AND DEVELOPMENT			OTHER BUILDINGS			TOTAL BUILDINGS		
	BLDGS	FLOOR AREA	COST	BLDGS	FLOOR AREA	COST	BLDGS	FLOOR AREA	COST
CIVIL AGENCIES	0	0	0	0	0	0	0	0	0
ARMY BATTLE MONUM COM	0	0	0	0	0	0	0	0	0
CENTRAL INTELLIGENCE AG	0	0	0	0	0	0	0	0	0
COMMUNITY SERVICES ADM	0	0	0	0	0	0	0	0	0
DEPARTMENT OF COMMERCE	137	2,900,000	100,930	207	259,930	11,627	500	0	0
DEPARTMENT OF ENERGY	1,364	21,059,739	1,148,518	330	800,270	37,000	7,170	0	0
DEPARTMENT OF JUSTICE	0	0	0	275	1,350,980	24,000	1,070	0	0
DEPARTMENT OF LABOR	0	0	0	0	0	0	0	0	0
DEPARTMENT OF STATE	0	0	0	0	0	0	0	0	0
DEPT OF AGRICULTURE	1,512	7,018,045	193,047	3,720	4,000,000	67,477	17,452	0	0
DEPT OF HLTH EDU WEL	172	4,140,000	20,134	0	0	0	0	0	0
DEPT OF HSG & URBAN DEV	0	0	0	0	0	0	0	0	0
DEPT OF THE INTERIOR	315	1,730,304	49,309	7,770	9,700,000	127,175	22,000	0	0
DEPT OF TRANSPORTATION	60	704,352	34,157	0,000	0,000,000	0,000,000	1,000	0	0
ENVIRON PROTECT AGENCY	50	910,001	40,022	0	0	0	0	0	0
FED COMMUNICATIONS COMM	2	23,250	809	50	0	0	0	0	0
GENERAL SERVICES ADMIN	111	703,059	12,007	270	3,200,000	34,000	1,070	0	0
GOVERNMENT PRINTING OFF	0	0	0	0	0	0	0	0	0
INTERNATIONAL COM AGEN	0	0	0	0	0	0	0	0	0
NATIONAL SCIENCE FOUND	30	380,924	40,037	0	0	0	0	0	0
NATL AERO SPACE ADMIN	724	15,200,115	1,102,500	0	0	0	0	0	0
TENNESSEE VALLEY AUTH	10	80,172	1,375	115	2,000,000	8,000	0	0	0
TREASURY DEPARTMENT	1	5,007	0	0	0	0	0	0	0
US POSTAL SERVICE	0	0	0	0	0	0	0	0	0
VETERANS ADMINISTRATION	100	1,703,000	23,073	0	0	0	0	0	0
TOTAL CIVIL AGENCIES	4,079	57,571,281	3,000,527	19,230	30,767,700	70,402	6,000	0	0
DEFENSE									
MILITARY FUNCTIONS									
DEPARTMENT OF THE ARMY	1,472	13,970,003	435,740	57	700,000	10,000	1,529	0	0
DEPARTMENT OF THE NAVY	2,000	23,000,000	500,000	5,400	11,700,000	200,000	8,400	0	0
DEPT OF THE AIR FORCE	1,201	10,000,000	500,000	0,700	3,000,000	50,000	2,900	0	0
TOTAL MILITARY FUNCTIONS	4,673	46,970,003	1,000,000	16,200	14,700,000	260,000	12,829	0	0
CIVIL FUNCTIONS									
CORPS OF ENGINEERS	71	4,502,000	17,007	0	0	0	0	0	0
TOTAL DEFENSE AGENCIES	4,744	51,472,003	1,017,007	16,200	14,700,000	260,000	12,829	0	0
TOTAL - ALL AGENCIES	10,823	115,075,000	4,000,000	35,430	49,467,700	964,402	29,829	0	0

APPENDIX I

APPENDIX I

Structures and facilities

As of September 30, 1979, the Government owned structures (other than buildings) and facilities in the United States costing \$52.2 billion. Six usage categories--power development and distribution, flood control and navigation, utility systems, roads and bridges, reclamation and irrigation, and airfield pavements--accounted for \$41.2 billion, or 78.9 percent, of the total cost of structures and facilities. DOD accounted for the major portion of cost in 13 of the 17 predominant usage categories. The following table shows the cost of structures and facilities by agency and predominant usage.

Federally Owned Structures and Facilities by Agency and
Predominant Usage As of September 30, 1979

PART 1 - U.S.	COST-IN THOUSAND DOLLARS									
	AIRFIELD PAVEMENTS	HARBOR & PORT FACIL	POWER DEV ECLAM	RECLAM & IRRIGATION	FLOOD CTL AND NAVIG	STORAGE	INDUSTRIAL	SERVICE	RESEARCH & DEVELOP	UNCLASS
CIVIL AGENCIES										
AMER BATTLE MONUM COM	0	0	0	0	0	0	0	0	0	0
CENTRAL INTELLIGENCE AG	0	0	0	0	0	0	0	0	0	0
DEPARTMENT OF COMMERCE	171	15,797	219	63	671	58	0	0	0	3,564
DEPARTMENT OF ENERGY	4,656	1,564	2,368,714	65,303	826	10,085	93,764	22,073	1,007	1,007
DEPARTMENT OF JUSTICE	0	1	463	938	0	0	1,284	0	0	0
DEPARTMENT OF LABOR	0	2,776	0	0	40	853	0	0	0	0
DEPARTMENT OF STATE	0	0	6,007	1	110,770	0	0	0	0	0
DEPT OF AGRICULTURE	3,090	792	1	1,743	0	1,762	0	0	0	3,090
DEPT OF HTH EDU WEL	0	432	0	0	0	1,156	0	0	0	0
DEPT OF HSG & URBAN DEV	0	0	0	0	0	0	0	0	0	0
DEPT OF THE INTERIOR	4,543	11,995	1,525,760	3,943,610	219,548	6,242	12,174	2,5	0	0
DEPT OF TRANSPORTATION	80,097	75,527	306	243	108,017	7,762	3,997	1,083	1,083	1,083
ENVIRON PROTECT AGENCY	0	121	0	0	0	110	0	0	0	0
FED COMMUNICATIONS COM	0	0	0	0	0	31	0	0	0	0
GENERAL SERVICES ADMIN	0	0	0	118	1,442	4,744	185	0	0	0
INTERNATIONAL COM AGEN	0	0	0	0	0	0	0	0	0	0
NATIONAL SCIENCE FOUND	112	0	0	0	0	1	0	0	0	35,222
NATL AERO SPACE ADMIN	37,312	20,801	0	0	0	24,274	0	0	0	0
TENNESSEE VALLEY AUTH	0	0	3,795,804	0	744,331	285	28,059	0	0	0
TREASURY DEPARTMENT	0	0	0	0	0	0	0	0	0	0
US POSTAL SERVICE	0	0	0	0	0	0	0	0	0	0
VETERANS ADMINISTRATION	0	0	0	0	0	0	0	0	0	0
TOTAL, CIVIL AGENCIES	130,140	122,829	7,748,130	4,012,238	1,280,528	27,007	122,454	28,287	1,007	1,007
DEFENSE										
MILITARY FUNCTIONS										
NAVY	539,862	510,644	0	0	0	241,662	6,778	411,816	102,221	0
ARMY	161,332	67,286	0	0	0	488,006	81,444	194,400	47,750	0
AIR FORCE	1,538,546	10,399	63,034	0	0	147,950	25	1,208,229	424,100	0
TOTAL, MILITARY FUNCTIONS	2,239,740	588,329	63,034	0	0	577,618	97,247	1,614,445	654,071	0
CIVIL FUNCTIONS										
CORPS OF ENG.- CIVIL	11	431,450	4,505,902	10,463	7,440,783	20,783	21	20,447	0	0
TOTAL, DEFENSE AGENCIES	2,239,751	719,779	4,568,936	10,463	7,440,783	549,761	97,268	1,634,892	654,071	0
TOTAL, ALL AGENCIES	2,267,974	822,608	12,267,066	4,022,701	1,280,528	27,027	122,475	28,287	1,007	1,007
PART 2 - U.S.										
CIVIL AGENCIES										
AMER BATTLE MONUM COM	0	0	0	0	0	0	0	0	0	0
CENTRAL INTELLIGENCE AG	0	0	0	0	0	0	0	0	0	0
DEPARTMENT OF COMMERCE	14,847	972	15	2,234	54	0	0	0	0	0
DEPARTMENT OF ENERGY	1,110,246	60,875	0	117,063	33,977	0	0	0	0	0
DEPARTMENT OF JUSTICE	30,180	2,656	2	3,065	193	0	0	0	0	0
DEPARTMENT OF LABOR	5,210	0	0	2,734	432	0	0	0	0	0
DEPARTMENT OF STATE	3,839	122	0	2,124	0	0	0	0	0	0
DEPT OF AGRICULTURE	67,010	3,000	13	3,533,043	262	0	0	0	0	0
DEPT OF HTH EDU WEL	23,462	147	0	6,540	0	0	0	0	0	0
DEPT OF HSG & URBAN DEV	2,347	0	0	0	0	0	0	0	0	0
DEPT OF THE INTERIOR	496,867	18,614	1,390	1,463,030	443	30,741	5,075	344,805	7,593,176	0
DEPT OF TRANSPORTATION	124,174	39,661	193,395	101,032	100,230	1,1	0	0	0	0
ENVIRON PROTECT AGENCY	947	24	0	137	4	0	0	0	0	0
FED COMMUNICATIONS COM	131	545	0	43	0	0	0	0	0	0
GENERAL SERVICES ADMIN	43,551	341	31	1,474	10,449	14	24	0	0	0
INTERNATIONAL COM AGEN	0	31,749	0	0	0	0	0	0	0	0
NATIONAL SCIENCE FOUND	3,382	39	0	2,820	0	0	0	0	0	0
NATL AERO SPACE ADMIN	216,740	73,249	1,217	57,007	6,242	43,022	0	0	0	0
TENNESSEE VALLEY AUTH	3,453	7,444	0	9,076	0	0	0	0	0	0
TREASURY DEPARTMENT	427	0	0	0	0	0	0	0	0	0
US POSTAL SERVICE	0	0	0	0	0	0	0	0	0	0
VETERANS ADMINISTRATION	0	0	0	0	0	0	0	0	0	0
TOTAL, CIVIL AGENCIES	2,430,737	244,890	193,395	3,440,409	1,280,528	92,247	21,994	344,805	7,593,176	0
DEFENSE										
MILITARY FUNCTIONS										
NAVY	1,463,110	159,140	72,536	208,476	115,879	0	26,1907	4,000	4,000,000	0
ARMY	1,964,104	124,965	159,007	738,007	1,000,000	0	700,000	70,000	70,000,000	0
AIR FORCE	1,222,828	87,382	103,850	104,124	444,444	0	700,000	70,000	70,000,000	0
TOTAL, MILITARY FUNCTIONS	4,650,042	371,487	235,393	1,050,607	2,000,000	0	1,670,000	140,000	140,000,000	0
CIVIL FUNCTIONS										
CORPS OF ENG.- CIVIL	122,272	2,040	2,224	170,783	4,942	450	0	0	0	0
TOTAL, DEFENSE AGENCIES	4,772,314	373,527	237,617	1,221,390	2,004,942	450	1,670,000	140,000	140,000,000	0
TOTAL, ALL AGENCIES	7,240,286	1,196,127	433,012	4,661,800	3,285,470	92,697	1,691,994	280,000	280,000,000	0

Source: General Services Administration

MARKET VALUE OF FEDERAL REAL PROPERTY IN THE UNITED STATES

The Federal Government does not attempt to maintain a market value of Federal real property. Instead, it generally accounts for Federal real property on the basis of acquisition cost. A few attempts have been made to place a more current value on Federal real property, but not with the premise of a large-scale disposal program.

Between 1955 and 1973 the House Committee on Government Operations periodically asked Federal agencies to report real property holdings on the basis of current value. For example, in 1973 the committee's estimated value of public domain land (92 percent of the total onshore acreage owned by the Federal Government) was \$29.9 billion. The estimated value was based on an overall assessment and was not parcel specific. The following table shows the committee's estimate by agency as of June 30, 1972.

ESTIMATED VALUE OF PUBLIC DOMAIN PROPERTIES IN THE UNITED STATES, 1972²¹

(Dollar Amounts in Thousands)		
Agency	Acres	Value of Land
USDA	160,565,806	\$ 14,413,763
AEC (1)	1,810,371	39,132
DOC	51,312	1,218
COE (civil)	734,793	12,262
PCC	173	800
GEA	81	2,052
MEM	679	1,105
DOI	525,780,043	15,221,452
International Boundary & Water Commission (U.S. section)	2,523	118
DOJ	5,166	256
NASA	14,493	485
DOT:		
USCG	39,058	17,988
FAA	40,730	7,960
FRA (Alaska RR)	36,480	
	116,268	25,948
VA	1,953	1,363
Defense:		
Army	7,023,022	75,104
Navy	2,278,709	106,934
Air Force	6,940,732	23,193
	16,242,463	205,231
TOTAL	705,326,124	\$ 29,925,185
Mineral Resource Value of Public Domain (3)		2,877,864
Outer Continental Shelf (4)		9,939,000
Subtotal		12,816,864
TOTAL		\$ 42,742,049

(1) Now in DOE.

(2) Estimated Values unavailable without an appraisal which is not planned within the foreseeable future.

(3) For the purpose of establishing a real estate value of the public domain, mineral resource values are the capitalized value of income accruing to the Federal Treasury. This income is almost entirely derived from minerals subject to mineral leasing acts. Only negligible income is derived from minerals subject to location under the mining laws because they pass from federal ownership upon discovery; before discovery, they have only speculative assignable value best reflected in the surface values. Building stone, sand and gravel, and similar materials subject to disposal under the materials act are also reflected in surface values.

Values are predicated on present receipts from mineral leases, licenses, and permits taking into account probable future production and demand factors; capitalized (except where noted) as an annuity for 50 years at 4 percent compound interest and discounted to present value. Some lands transferred from the public domain are included.

(4) The 1973 report notes that the Outer Continental Shelf estimate is preliminary, subject to change with production experience, with litigation, with large bonuses from lease sales, and with technologic developments. Considering the developments since that time, this estimate is obviously quite low.

21/ U.S. House of Representatives, Committee on Government Operations, 93rd Congress, 1st Session. Federal Real and Personal Property Inventory Report, as of June 30, 1972. (Washington, D.C., USGPO, 1973), pp. 95, 96.

Source: "Federal Payment Formula," Hearings and Markup of the Subcommittee on Government Affairs and Budget and the Committee on the District of Columbia, House of Representatives, June 18 and Sept. 15 and 16, 1980, Serial No. 96-16, p. 769.

More recently, the Advisory Commission on Intergovernmental Relations (ACIR), in conjunction with a study on payments in lieu of taxes, estimated the current value of Federal real property (land, buildings, and structures and facilities) at \$279 billion as of 1978. This figure did not include public domain land. For this project, the Commission defined current value as the dollar amount necessary to replace the existing property in its current condition and form. As far as we could determine, the Commission's effort was the first of its kind. The Commission estimated the current or replacement value of each Federal parcel by using growth multipliers to update GSA cost data.

The Comptroller General's Interagency Advisory Committee on Federal Consolidated Financial Statements has also reviewed the problem of determining a more current value for Federal real property. A Committee task group developed a current value for buildings, structures, and facilities but not for land. The task group's estimate of \$316 billion as of 1978 was developed by applying various indexes, mostly computed by the Commerce Department, to the estimated historical acquisition costs. This figure should be reduced for accumulated depreciation, but the task group's report gave only an accumulated depreciation figure for all assets; it did not break it out for specific assets such as buildings, structures, and facilities.

The current or replacement values that these groups developed are not the same as market value and should not be confused. The current or replacement values were based on historical costs, updated by various indexes, whereas market value would be based on estimates of what could be obtained in the marketplace. The current or replacement value is not necessarily the amount of money that could be realized in the marketplace. Even estimated market values would have to be used with an understanding of how they were developed and the assumptions underlying them. For example, market value based on the Federal Government's retaining most of its real property could be very different from a market value based on large-scale disposal of Federal real property.

ADVISORY COMMISSION ON INTERGOVERNMENTAL
RELATIONS' ESTIMATE OF PROPERTY VALUE

The following material from the ACIR shows in more detail the values it developed. The charts and tables do not include public domain land and exclude property in the following categories: property held in Federal trust, flood control and navigation, parks and historic sites, forests and wildlife, reclamation and irrigation, grazing lands, roads and bridges, and monuments and memorials.

**ESTIMATES OF 1978 REPLACEMENT VALUE OF FEDERALLY OWNED REAL PROPERTY,
BY ALTERNATIVE REAL PROPERTY BASES (PHASES)**
(in thousands of dollars)

Phase	Description	Valuations			Total
		Land	Buildings	Structures and Facilities	
Phase I	All federally owned real property in U.S.	\$63,655,300	\$148,365,157	\$66,733,567	\$278,754,024
Phase IA	All federally owned real property in U.S., to date	63,655,300	78,629,838	66,733,567	209,018,705
Phase II	Federally owned real property in U.S., excluding certain usage categories for "open space" lands	20,023,886	148,365,157	41,793,604	210,182,647
Phase IIA	Federally owned real property in U.S., excluding certain usage categories for "open space" lands, to date	20,023,886	78,629,838	41,793,604	140,447,328
Phase III	Federally owned real property in U.S., excluding certain usage categories, for civil functions only	11,202,781	45,634,153	23,208,439	80,045,373
Phase IIIA	Federally owned real property in U.S., excluding certain usage categories, for civil functions, to date	11,202,781	30,330,927	23,208,439	64,742,147
Phase IV	Federally owned real property in U.S. urban counties, excluding certain usage categories, for civil functions only	6,054,487	24,339,756	3,044,693	33,438,936
Phase IVA	Federally owned real property in U.S. urban counties, excluding certain usage categories, for civil functions only, to date	6,054,487	18,049,862	3,044,693	27,149,042
Phase V	Federally owned real property in U.S. nonurban counties, excluding certain usage categories, for civil functions only	5,148,294	21,294,397	20,163,746	46,606,437
Phase VA	Federally owned real property in U.S. nonurban counties, excluding certain usage categories, for civil functions only, to date	5,148,294	21,294,397	20,163,746	46,606,437

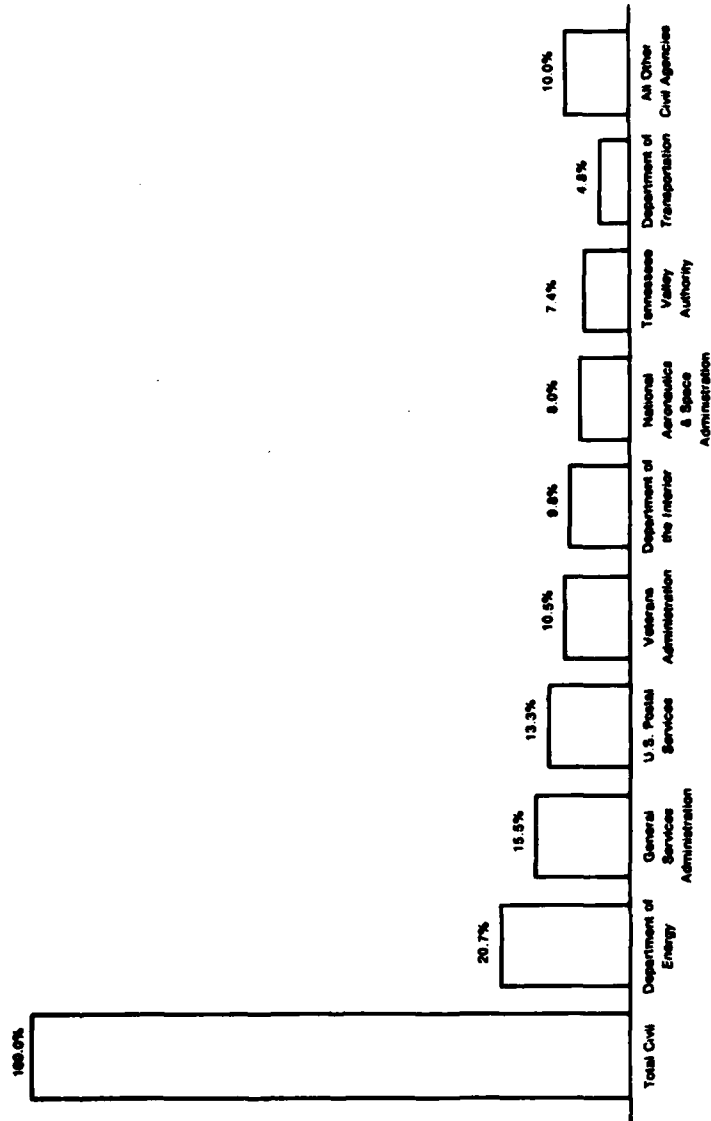
Source: "Payments in Lieu of Taxes on Federal Real Property,"
ACIR, Sept. 1981, p. 112.

**THE VALUE OF FEDERALLY OWNED REAL PROPERTY
IN THE UNITED STATES, BY STATE, 1978**

State	Number of Installations	Number of Buildings	Value in Thousands of dollars			
			Land	Buildings	Structures and Facilities	Total
Alabama	350	7,232	\$ 261,564	\$ 2,522,265	\$2,248,427	\$ 5,032,256
Alaska	1,052	7,793	403,905	3,912,568	1,296,086	5,612,569
Arizona	358	11,053	135,248	2,432,069	1,121,871	3,689,188
Arkansas	296	4,534	133,374	673,718	666,183	1,473,273
California	1,504	59,686	3,450,564	18,516,400	3,417,166	25,384,130
Colorado	445	7,086	328,151	3,057,883	789,488	4,155,522
Connecticut	204	2,129	139,911	1,116,906	79,139	1,335,956
Delaware	85	1,148	31,266	447,134	71,516	548,936
District of Columbia	153	1,923	996,983	6,351,949	208,592	7,557,524
Florida	753	14,638	806,404	5,427,955	1,453,351	7,689,710
Georgia	475	12,741	1,056,522	3,553,717	906,101	5,516,340
Hawaii	279	14,610	426,645	3,797,645	752,196	4,976,486
Idaho	307	4,195	73,828	909,105	513,700	1,496,633
Illinois	681	7,151	716,968	5,342,579	471,790	6,531,337
Indiana	353	5,566	275,984	1,708,013	340,547	2,324,544
Iowa	289	1,642	110,802	625,368	98,171	834,341
Kansas	308	7,749	267,625	3,000,297	600,678	3,868,600
Kentucky	316	6,847	253,921	2,131,678	1,123,299	3,508,898
Louisiana	351	4,880	264,673	1,996,541	321,846	2,583,060
Maine	290	3,196	69,087	880,669	274,589	1,224,345
Maryland	347	11,691	503,271	6,626,344	726,290	7,856,905
Massachusetts	444	5,315	446,673	2,695,877	259,615	3,402,165
Michigan	659	6,308	181,661	1,582,748	231,345	1,995,754
Minnesota	374	3,014	77,201	747,080	109,392	933,673
Mississippi	275	5,543	137,897	1,370,179	575,275	2,083,351
Missouri	644	6,142	259,689	2,580,849	419,751	3,260,289
Montana	596	6,144	90,909	751,200	1,327,973	2,170,082
Nebraska	308	2,499	112,668	1,081,693	234,610	1,428,971
Nevada	223	4,780	55,864	678,756	488,790	1,223,410
New Hampshire	94	814	24,071	209,254	67,814	301,139
New Jersey	377	7,466	431,705	3,429,698	511,375	4,372,778
New Mexico	314	11,710	244,382	3,057,901	517,907	3,820,190
New York	1,037	9,322	1,318,165	6,709,314	553,987	8,581,466
North Carolina	453	15,348	199,991	2,649,503	536,666	3,386,160
North Dakota	617	4,696	18,357	887,510	999,327	1,905,194
Ohio	613	5,597	433,982	4,427,330	705,577	5,566,889
Oklahoma	374	7,253	120,613	2,533,217	425,939	3,079,769
Oregon	714	4,470	235,933	540,361	2,239,866	3,016,200
Pennsylvania	719	6,312	515,922	3,506,273	583,053	4,605,248
Rhode Island	94	2,644	66,077	728,027	178,785	962,889
South Carolina	253	9,970	651,598	3,231,940	620,239	4,703,777
South Dakota	397	2,990	24,736	766,722	621,506	1,412,966
Tennessee	436	5,902	845,838	3,711,080	3,303,898	7,860,816
Texas	1,178	26,344	823,050	9,519,931	1,396,515	11,739,496
Utah	282	4,759	56,382	1,444,932	462,536	1,963,850
Vermont	106	334	17,197	105,186	11,512	133,897
Virginia	537	17,617	813,079	8,125,512	1,676,688	10,615,279
Washington	846	16,706	875,898	4,222,146	4,513,080	9,611,124
West Virginia	249	1,213	82,549	403,326	92,372	578,247
Wisconsin	385	4,404	87,751	1,096,706	139,567	1,326,024
Wyoming	305	3,188	43,332	537,883	323,586	904,801
U.S. Total	23,101	406,494	20,023,686	148,365,157	41,793,604	210,182,847

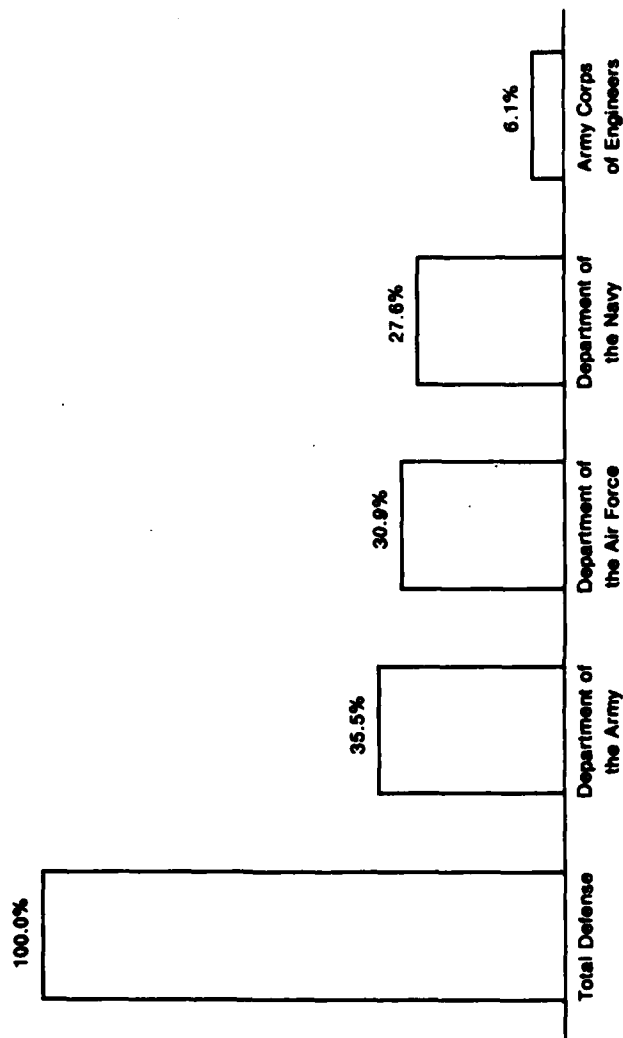
Source: "Payments in Lieu of Taxes on Federal Real Property,"
ACIR, Sept. 1981, pp. 116-117.

**VALUE OF REAL PROPERTY OWNED BY VARIOUS CIVIL
AGENCIES AS A PERCENT OF TOTAL FEDERAL CIVIL PROPERTY
IN THE UNITED STATES, 1978**



Source: "Payments in Lieu of Taxes on Federal Real Property,"
ACIR, Sept. 1981, p. 118.

VALUE OF REAL PROPERTY OWNED BY VARIOUS MILITARY
BRANCHES AS A PERCENT OF TOTAL DEFENSE
PROPERTY IN THE UNITED STATES, 1978



Source: "Payments in Lieu of Taxes on Federal Real Property,"
ACIR, Sept. 1981, p. 119.

**VALUE OF FEDERALLY OWNED REAL PROPERTY IN THE UNITED STATES,
BY STATE AND REGION, 1978**

State and Region	Value of Property (\$Thousands)	Percent of Federal
UNITED STATES	\$210,182,600	100%
NEW ENGLAND	7,380,800	3.52%
Connecticut	1,336,000	.64%
Maine	1,224,500	.58%
Massachusetts	3,402,200	1.62%
New Hampshire	301,100	.14%
Rhode Island	992,900	.47%
Vermont	133,900	.06%
MIDEAST	33,526,900	16.00%
Delaware	549,900	.26%
District of Columbia	7,557,500	3.60%
Maryland	7,859,900	3.74%
New Jersey	4,372,800	2.08%
New York	8,581,500	4.02%
Pennsylvania	4,805,200	2.19%
GREAT LAKES	17,744,500	8.44%
Illinois	6,531,300	3.11%
Indiana	2,324,500	1.11%
Michigan	1,995,800	.95%
Ohio	5,566,900	2.65%
Wisconsin	1,326,000	.63%
PLAINS	13,644,000	6.50%
Iowa	834,300	.40%
Kansas	3,868,600	1.84%
Minnesota	933,700	.44%
Missouri	3,260,300	1.55%
Nebraska	1,429,000	.68%
North Dakota	1,905,200	.91%
South Dakota	1,413,000	.67%
SOUTHEAST	55,033,200	26.18%
Alabama	5,032,300	2.39%
Arkansas	1,473,300	.70%
Florida	7,689,700	3.66%
Georgia	5,516,300	2.62%
Kentucky	3,508,900	1.67%
Louisiana	2,583,100	1.23%
Mississippi	2,083,400	.99%
North Carolina	3,388,200	1.61%
South Carolina	4,703,800	2.24%
Tennessee	7,860,800	3.74%
Virginia	10,615,300	5.05%
West Virginia	578,200	.28%
SOUTHWEST	22,328,600	10.62%
Arizona	3,689,200	1.76%
New Mexico	3,820,200	1.82%
Oklahoma	3,079,800	1.47%
Texas	11,739,500	5.59%
ROCKY MOUNTAIN	10,690,900	5.09%
Colorado	4,155,500	1.98%
Idaho	1,496,600	.71%
Montana	2,170,100	1.03%
Utah	1,963,900	.93%
Wyoming	904,800	.43%
FAR WEST	49,823,900	23.71%
California	25,384,100	12.06%
Nevada	1,223,400	.58%
Oregon	3,016,200	1.44%
Washington	9,811,100	4.57%
Alaska	5,612,600	2.67%
Hawaii	4,976,500	2.37%

Note: Detail may not add to totals due to rounding.
SOURCE: Volume 2.

Source: "Payments in Lieu of Taxes on Federal Real Property,"
ACIR, Sept. 1981, p. 120.

INTERAGENCY ADVISORY COMMITTEE ON FEDERAL
CONSOLIDATED FINANCIAL STATEMENTS'
ESTIMATE OF PROPERTY VALUE

The following material from the Interagency Advisory Committee on Federal Consolidated Financial Statements ^{1/} is an illustration of a Federal financial statement based on both constant dollar and current value accounting. The material was developed by the Committee's Asset Valuation Task Group.

ILLUSTRATION OF DISCLOSURE OF
CONSTANT DOLLAR AND CURRENT VALUE ACCOUNTING

If assets are adjusted to present historical costs in constant dollars and for current costs, increases or decreases attributable to holding assets gives rise to gains that should be recognized as income.

Holding assets during periods of inflation results in unrealized gains or losses. We believe recognizing unrealized gains as operating income will distort the Consolidated Financial Statements and mislead readers. The main reason for this is that assets will have to be replaced at current market prices in order to maintain the same level of operating capability after assets are sold or no longer useful.

On the Consolidated Financial Statements, one way of displaying the increases or decreases in historical costs of assets due to inflation is to adjust the Fiscal Deficit by the amount of the adjustment to assets. We have recommended that this be presented in a supplementary schedule, accompanied by a note describing the procedures used. The following schedule is intended to illustrate the disclosure of constant dollar and current value measurements of Federal assets.

^{1/}This material is excerpted from "Alternative Methods for Reporting the Effects of Changing Prices on Federal Assets," report of the Asset Valuation Task Group to the Interagency Advisory Committee on Federal Consolidated Financial Statements, Dec. 1980, pp. 59-63.

Financial Position of the U.S. Government
as of September 30, 1978
Restated in Constant Dollars and Current Costs
(amounts in billions)

	<u>Historical Cost</u>	<u>Constant Dollar</u>	<u>Current Value</u>
Assets			
Cash and monetary reserves			
Operating cash in the			
Treasury	\$ 22.4	\$ 22.4	\$ 22.4
International monetary			
reserves	18.8	18.8	624.6
Other cash	5.0	5.0	5.0
	<u>46.2</u>	<u>46.2</u>	<u>652.0</u>
Receivables (net of allowances)			
Accounts receivable	7.7	7.7	7.7
Accrued taxes receivable	24.0	24.0	24.0
Loans receivable	119.9	119.9	119.9
Advances and prepayments	5.3	5.3	5.3
	<u>156.9</u>	<u>156.9</u>	<u>156.9</u>
Inventories (at cost)			
		(a)	
Goods for sale	16.1	16.1	43.0
Work in progress	.9	.9	2.4
Raw materials	2.0	2.0	5.3
Materials and supplies			
for Government use	35.2	35.2	94.0
Stockpiled materials and			
commodities	27.6	27.6	33.3
	<u>81.8</u>	<u>81.8</u>	<u>178.0</u>
Property and equipment (at cost)			
Land	9.1	(a)	(a)
Buildings, structures, and facilities	110.2	238.1	316.0
Military hardware	152.3	226.6	245.3
Equipment	45.9	74.4	73.9
Construction in progress	21.1	21.1(a)	25.2
Other	1.7	1.7(a)	1.7
	<u>304.3</u>	<u>562.9</u>	<u>662.1</u>
Accumulated depreciation	(170.0)	(362.1)	(416.5)
	<u>170.3</u>	<u>200.8</u>	<u>245.6</u>
Deferred charges and other assets			
	24.4	24.4(a)	24.4
Total Assets	<u>\$ 479.6</u>	<u>\$ 510.1</u>	<u>\$1256.9</u>

APPENDIX II

APPENDIX II

Financial Position of the U.S. Government
as of September 30, 1978
Restated in Constant Dollars and Current Costs
(amounts in billions)
(Continued)

	<u>Historical Cost</u>	<u>Constant Dollar</u>	<u>Current Value</u>
<u>Liabilities</u>			
Accounts payable	\$ 65.8	\$ 65.8	\$ 65.8
Unearned revenue	11.3	11.3	11.3
Borrowing from the public	606.7	606.7	606.7
Accrued pension, retire- ment, and disability plans			
Military personnel	147.4	147.4	147.4
Civilian employees	173.6	173.6	173.6
Social security	928.0	928.0	928.0
Veterans compensation	143.9	143.9	143.9
Federal employees compensation	8.2	8.2	8.2
	<u>1401.1</u>	<u>1401.1</u>	<u>1401.1</u>
Loss reserves for guarantee and insurance programs	3.2	3.2	3.2
Other liabilities	45.2	45.2	45.2
Total liabilities	<u>2133.3</u>	<u>2133.3</u>	<u>2133.3</u>
<u>Accumulated Position</u>			
Accumulated position be- ginning of period	(1450.4)	(1450.4)	(1450.5)
Prior period adjustment	12.5	12.5	12.5
Restated accumulated posi- tion beginning of period	(1437.9)	(1437.9)	(1437.9)
Current period results	(90.4)	(90.4)	(90.4)
Current noncash provision for social security	(125.4)	(125.4)	(125.4)
Net unrealized gain/loss- due to changing prices		30.5	777.3
Accumulated position end of period	<u>(1653.7)</u>	<u>(1623.2)</u>	<u>(876.4)</u>
Total liabilities and accumulated position	\$ 479.6	\$ 510.1	\$1256.9

(a) Information not presently available.

Notes to Supplementary Schedule on Changing Prices

Financial statements prepared under generally accepted accounting principles or the Comptroller General's accounting principles report the actual number of dollars received or expended without regard to changes in the purchasing power of the currency or changes in the cost of goods consumed. Investments made over extended periods of time are added together as though the dollars involved were common units of measurement.

Prices of specific goods and services change for many reasons other than changes caused by the general inflation. The impact of general inflation and of changing specific prices can be estimated independently.

The supplementary data on changing prices is based upon historical financial information shown in the primary financial statements adjusted for (1) general inflationary factors and (2) the changes in specific prices relating to these items.

Constant Dollar Data

The constant dollar data presents historical cost financial information adjusted only for changes that occurred in the general purchasing power of the dollar as measured by the Consumer Price Index. Therefore, it is the traditional financial information restated to a common unit of measurement, i.e., the dollar as valued at fiscal year end 1978. Restatements were made of all assets except monetary items. Monetary assets were excluded because these purchasing power gains or losses should not be used to assess the performance of the Federal Government in maintaining purchasing power.

Current Value Data

The current value data is also expressed in fiscal year end 1978 dollars. Property, plant, and equipment have been restated to their estimated current costs. These estimates are necessarily very subjective. The large volume of assets precludes individual current cost measurements, and the amounts shown for inventories, buildings, structures, and equipment were determined by applying various indexes, mostly computed by the Commerce Department, to the estimated historical acquisition costs. Although the indexes used appear to be compatible with the changing costs experienced by various Federal departments and agencies, the final results could differ significantly from actual current costs. This is especially true for assets that are subject to vast changes in technology, i.e., military hardware.

For Federal land holding, the amount is based on assessed values as estimated by the Department of Agriculture and the Department of Interior every 5 years. In the interim years, the Department of Agriculture's annual farm price indexes are applied to the assessed value.

Deferred charges and other assets are not valued at current values because it is not practical to do so.

DISPOSAL OF FEDERAL REAL PROPERTY--PROBLEMS AND ISSUES

The Federal Government generally operates under the policy of retaining and managing public lands and other property; acquiring property only when needed to support its various programs; and disposing of property when a determination is made that the property is surplus to the Government's needs or, in the case of public land, that the national interest would best be served by the sale or exchange of particular tracts of land. If this policy were changed to encompass a large-scale disposal program, the impact on other Federal programs as well as on States and local communities could be significant.

CURRENT DISPOSAL PROGRAMS

Although the Government has not had a large-scale disposal program for some time, provisions still exist in law for transfer of title to some public property. The property disposal practices of the principal Federal land management agencies are summarized below. The material is excerpted from a Congressional Research Service report. ^{1/}

Department of the Interior

Bureau of Land Management (BLM). As administrator of more than 400 million acres of public land, BLM is the only Federal agency that makes public domain land available for sale or other disposal on a relatively frequent basis.

Criteria for sales and exchanges of BLM land are provided in title II of the Federal Land Policy and Management Act (FLPMA) of 1976 (43 U.S.C. 1701-1781). This act repealed most prior laws pertaining to the sale or disposal of public land and established new land sales procedures. Regulations to implement the sale of public lands under FLPMA have been published. The regulations on FLPMA's sale provisions also provide a way for individuals to recommend that specific tracts of land be offered for sale. In general, the sales take place at public auction and are conducted through the State BLM offices. The sale of a tract of public land is to be made at not less than fair market value.

In addition to being available under FLPMA, public land will continue to be available under certain other laws. Some irrigable arid and semiarid lands will be available for disposal under the Desert Land Act (43 U.S.C. 321-323). Similar lands may become available in States that are eligible to patent land to

^{1/}"Land Disposal Policies of the Principal Federal Land Management Agencies," Report No. 81-156 ENR, Congressional Research Service, July 1, 1981.

settlers under the provisions of the Carey Act (43 U.S.C. 641). Persons holding a valid mining claim under the 1872 Mining Act (30 U.S.C. 21 et seq.) may also be eligible to receive title to the lands under claim. In addition, several other laws authorize the conveyance of land to States and local governments as well as private parties under certain circumstances.

The FLPMA's repeal of the Homestead Act of 1862 went into effect immediately in all States except Alaska, where the effective date of the repeal will be delayed until October 1986. However, because of land use planning and agricultural suitability requirements, it is unlikely that many homesteading grants can be made in Alaska during this interim period.

Bureau of Reclamation. The Bureau, which is responsible for 6.6 million acres in 17 Western States, has a policy of retaining only those lands that are deemed necessary for reclamation project purposes. Once parcels of land are identified as unneeded, they are either sold by the Bureau if the value of the sale is less than \$1,000 or turned over to BLM or GSA. Sales, however, have dwindled over the last several years because of the reduction in irrigation projects. On occasion, the Bureau exchanges unneeded lands on which there are facilities that interfere with a project. Exchanges are also possible under FLPMA.

National Park Service. For all practical purposes, land in the National Park System, which consists of 320 units comprising over 76 million acres, is not available for sale. Occasionally, however, the Congress will authorize an exchange of private land which is located within the boundaries of the areas of the National Park System for other Federal lands (e.g., BLM lands) which are located outside the areas' boundaries.

Fish and Wildlife Service. Land in the National Wildlife Refuge System, which consists of over 400 wildlife refuges comprising over 89 million acres and a number of wildlife production areas administered by the U.S. Fish and Wildlife Service, may not be transferred or otherwise disposed of unless the Secretary of the Interior determines that the land is no longer needed. At times, land in the system may be exchanged for private lands which will result in equal or greater wildlife benefits. The exchange mechanism is used strictly as a tool to improve or upgrade the refuge system.

Department of Agriculture--Forest Service

For all practical purposes, National Forest System land, which totals 188 million acres, is not available for sale. According to the cited Congressional Research Service study, the Service's sale authority is limited to public agencies and is authorized to exchange land if such exchanges would further

the public interest. The decision to exchange or otherwise dispose of land is entirely discretionary on the part of the Service and the Secretary of Agriculture. Also noteworthy is that about 85 percent of the National Forest System land is open to mineral exploration and development.

Department of Defense

DOD regularly reviews Federal land under its jurisdiction (approximately 24.5 million acres at September 30, 1979) to identify land it no longer needs. If this land was originally part of the public domain, it goes to BLM for disposal or transfer; acquired land is subject to GSA's surplus property disposal procedures. DOD also has authority to exchange lands, but exchanges rarely occur.

General Services Administration

The Federal Property and Administrative Services Act of 1949 provides the statutory means whereby most Federal real property holdings, which Federal agencies find are no longer required for their needs and responsibilities, are reported to GSA. Such property is classified excess. Under normal procedures, GSA screens excess property against the needs of other Federal agencies and, when another agency needs the property, transfers it to that agency. Property excess to the needs of all Federal agencies is classified surplus and disposed of outside the Federal Government. Surplus real property may be offered to State and local governments and eligible nonprofit organizations. It also may be offered for sale to the public through sealed bids, public auction, brokers, or negotiation.

At the start of fiscal year 1980, GSA had 881 excess and surplus properties on hand (up from 770 properties 2 years before) with an original cost of almost \$1.7 billion. During 1980 GSA expected to dispose of property costing \$205 million by transfers to other agencies, donations to public agencies, and sales. Revenues from the sales transactions were expected to be \$80 million.

The excess and surplus properties held by GSA come from many agencies but mainly from DOD. Of the 881 properties on hand at the start of fiscal year 1980, 52 percent came from DOD compared with about 15 percent from GSA, the next largest source.

IMPACT OF LARGE-SCALE FEDERAL REAL PROPERTY DISPOSAL PROGRAM

GSA and BLM officials pointed out that in determining if a large-scale Federal real property disposal program is feasible, the following concerns should be considered: (1) impact on the real estate market and market values of both Federal and private

property, (2) impact on Federal land management policy, (3) loss of revenue generated from public lands and other lost benefits, and (4) impact on numerous other Federal programs.

Impact on market values

The values placed on Federal real property by such groups as ACIR have been developed on the basis of the Federal Government's retaining ownership of most Federal property. However, a change of policy to a large-scale and quick disposal program would create a markedly different real estate market in many areas, not only for Federal property but for private property as well. This would be most likely to occur in areas such as those Western States where the Federal Government is the largest single landowner. In these areas, private property values tend to be higher because of the limited amount of private land available. If large amounts of Federal land were to suddenly become available for private purchase, the private land values could drop and the value the Government would receive for its land could also be less than the value estimates based on a policy of Federal retention of most properties.

The Government could have difficulty also in finding buyers for many of its properties because (1) the Government currently disposes of property on a cash basis and does not finance its sales, (2) some Federal properties would not attract any buyers, (3) the Government has a policy of selling only surface and not mineral rights to public domain lands, (4) the marketplace could not absorb such a large amount of property within a short period of time, (5) finding buyers who could qualify to obtain financing at current high interest rates could be difficult, and (6) buyers may be unable to obtain financing on vacant land with any lending institutions under present cash liquidity problems, even if interest rates were much lower.

Impact on Federal land management policy

A large-scale disposal of Federal public land has not taken place for some time, although provisions still exist in law for transfer of title for some Federal public land. FLPMA sets forth as a national policy the retention and management of public lands unless, as a consequence of the land use planning process established by the act, a determination is made that the national interest would best be served by the disposal of particular tracts of land. A large-scale disposal program would deviate from this policy.

Loss of revenues and other benefits

The benefits expected to be derived from disposing of Federal property should be compared with benefits given up. For example, many Federal properties generate income to the Government through such activities as timber sales, grazing fees, and mineral leases. Disposing of these properties would mean giving up this income. The following tables show the receipts from public lands and resources. The tables do not include all sources of revenue from Federal property.

Receipts from the disposition of public lands and resources, May 20, 1785—fiscal year 1979

Fiscal year	Source					
	Sales of public land and materials	Sales of timber	Fees and commissions	Mineral leases	Outer Continental Shelf leases	Miscellaneous ¹
May 20, 1785 - June 30, 1880						
1881-1890	\$76,923,581		\$13,471,437			\$208,059,657
1891-1900	21,312,029		9,152,920			8,873,661
1901-1910	64,777,706		16,074,789			3,027,577
1911-1920	27,940,144	\$767,589	14,734,586			13,242,241
1921-1930	6,734,345	7,537,400	7,173,953	\$76,371,588		23,580,948
1931-1940	1,334,320	4,288,228	1,944,753	44,602,550		6,836,922
1941-1946	1,864,513	8,800,421	353,101	20,782,727		5,813,130
1947-1950	1,332,915	13,910,633	875,122	65,151,924		11,057,978
1951-1960	23,462,746	208,631,073	9,015,760	61,580,922	\$434,731,179	107,926,248
1961-1970	28,798,311	470,308,968	36,085,489	1,093,760,045	2,917,726,548	214,384,232
1971	1,113,820	70,308,968	3,085,965	129,824,006	1,050,548,370	25,303,256
1972	1,941,820	101,519,703	5,351,278	133,408,982	3,955,577,016	27,886,419
1973	1,797,833	104,642,478	6,791,187	252,787,918	6,748,394,120	34,183,008
1974	2,055,637	127,775,072	12,460,437	302,621,580	2,427,965,140	42,316,010
1975	20,281,349	108,154,828	18,275,360	320,849,069	2,662,447,775	52,874,367
1976	5,781,083	130,840,684	19,356,651	63,062,049	1,311,118,829	11,287,050
1976 transition period (7/1-9/30/76)	1,490,772	67,007,633	6,156,539	315,133,478	2,372,964,091	55,031,963
1977	2,816,124	235,297,905	26,791,090	369,600,778	2,258,308,176	65,962,688
1978	1,609,368	195,393,391	31,813,475	446,019,825	3,278,375,733	62,385,329
1979	9,239,954	218,208,408	39,750,131			
Total, fiscal years 1971-1979	49,007,541	1,341,503,506	170,825,113	2,468,788,749	28,344,073,006	402,144,407
Grand Total	302,488,203	2,065,948,514	278,947,705	4,445,399,654	29,686,530,731	1,019,247,481
						37,809,563,288

¹ Act of February 25, 1920 (41 Stat. 437; 20 U.S.C. 181 sec.)² Before 1880, includes all receipts from sale or lease of public lands and resources. After 1880, includes sales of Indian lands, grazing revenues, rental of land, mineral leasing under special laws, and other miscellaneous sources.

Note.—Includes the collections of the Bureau of Land Management and its predecessor organizations (1785-1946), the General Land Office (1785-1934), the General Service (1934-1946). For annual data for 1881-1946, see GLO Statistical Appendix for 1948. For annual data for 1947-1961, see BLM Statistical Appendix for 1961. For annual data for 1962-1970, see Public Land Statistics for 1970.

Source: "Public Land Statistics, 1979," BLM, p. 157.

Statement of receipts by source, fiscal year 1979

State	Mineral leases and permits	Sales of timber	Sales of land and minerals	Grazing leases, licenses, and permits				All other receipts				Total
				Sec 3	Sec 15	Other		Fees and commissions	Rights-of-way	Rent of land	Other sources	
Alabama	119,409		864,617			4,772		4,380	6,864	1,378	40,625	125,168
Alaska	2,483,892	230						212,243	55,734	(254,368)	96,262	3,356,675
Arizona	1,448,743	2,032	34,662	1,083,021	281,433	12,364		237,514		11,297		4,298,272
Arkansas	40,367,437	405,611	47,503	378,038	267,368	1,028		85,580	143,298	3,685		1,518,012
California	40,174,880	250,891	84,612	738,402	101,535			317,763	37,486	74,468	273,851	42,368,432
Colorado	340,790							135,435	20	2,435	60,765	43,505,054
Florida	7,091							60				479,670
Georgia	5,069,888	840,790	156,154	1,953,693	73,865			113,585	101,945	30,228	78,611	8,426,740
Idaho	62,256							1,160	395	8		63,620
Illinois	1,137							1,430				2,567
Indiana	1,560,227				237			900		2,970		1,563,434
Kansas	180,835		2,610					108,128	5,160	1,291	30	181,785
Kentucky	6,378,516											6,487,705
Louisiana												66
Maine	67											67
Maryland	442,231							12,975	185	6,336	150	461,879
Michigan	20,423		1,800					90				22,313
Minnesota	1,954,263							283,208		16,830	310	2,234,609
Mississippi	18,892,501							925				10,458,943
Missouri	10,955,016	325,062	41,234	1,293,023	265,088	803,091		3,218,296	9,209	32,034	6,295	22,813,703
Montana	16,491,801											537,132
Nebraska	13,318,832	55,064	7,480,830	3,192,300	85,162			533,189	120,985	42,849	32,607	24,943,960
Nevada	148,048,507	26,105	113,003	2,312,508	472,263	42,541		4,918,328	166,082	48,454	26,960	157,18,365
New Mexico	14,852							360				14,852
North Carolina	6,782,531		216		17,080			18,340		98,242		6,824,408
Ohio	16,504							150			260	16,914
Oklahoma	4,342,272				309			7,340		70,701	5,175	4,425,785
Oregon	481,378	216,197,011	56,237	1,705,633	101,808	1,167		71,226	116,081	8,129	22,638	218,761,308
Pennsylvania	842							280				1,122
South Carolina								10				10
South Dakota	1,505,807	5,041	15,068		135,318			24,575	1,230	6,187		1,686,026
Tennessee	427,885							390				1,001
Texas	25,284,518	15,257	51,798					1,970		497		430,352
Utah	202,825	5,522	8,738	1,423,341	1,244	226		3,084,298	36,918	18,523	31,639	28,948,782
Virginia	137,397				52,638			300,760				503,585
Washington	148,791							19,910	5,983	7,945	131,599	368,732
West Virginia	153,880,105	79,772	270,642	2,002,180	889,648	35,689		800	10			148,451
Wisconsin								24,084,119	56,609	8,602	93,151	181,360,517
Wyoming												1,263
Total States	486,480,307	218,208,408	9,239,864	16,190,341	2,785,924	900,878		39,730,131	869,213	286,387	900,581	775,582,124
Outer Continental Shelf	3,267,375,733											
Total operating revenue	3,753,856,040	218,208,408	9,239,864	16,190,341	2,785,924	900,878		39,730,131	869,213	286,387	900,581	4,042,987,857
Nonoperating revenue												
Grand Total	3,753,856,040	218,208,408	9,239,864	16,190,341	2,785,924	900,878		39,730,131	869,213	286,387	8,991,523	4,051,959,360

Prior year adjustment includes O&G lands \$193,548,297 and Cook Bay lands \$10,870,170. Includes \$16,458,692 from sale of geothermal steam

Source: "Public Land Statistics, 1979," BLM, pp. 158-159.

Factors that should be considered before Federal lands are disposed of include the following:

- Would the lands provide more monetary benefits to the Federal Government in Federal or private ownership?
- Section 317 of FLPMA transfers 50 percent of Federal leased mineral revenues to the States. They would lose potential revenue if Federal leased minerals were transferred to private ownership.
- Federal lands have values such as recreation, scenic, and conservation values that could be lost to the public if the lands were sold.

All benefits lost should be weighed against the benefits gained.

Impact on other Federal programs

The properties of greatest value are the improved properties which generally house Government operations or are used to provide Government services. Any disposals of these properties would first require a decision as to the need for these services and programs and, if they are needed, whether they should be provided from Government-owned facilities. Examples of such properties would include federally owned office buildings as well as facilities managed by organizations such as the Tennessee Valley Authority, Bonneville Power Administration, and Corps of Engineers. DOD is one of the largest holders of Federal real property, and any decision to dispose of DOD property should be considered in light of the various defense programs.

Also, a large-scale public land disposal program would affect many other Federal programs on the public lands. For example, BLM cannot dispose of a tract of land until the requirements of most, if not all, of the following mandates are satisfied.

Mandated by law:

- Act of June 8, 1906, Public Law 59-209.
- Historic Sites, Buildings and Antiquities Act of August 21, 1935, Public Law 74-292.
- National Historic Preservation Act of October 15, 1966, Public Law 89-665.
- Federal Land Policy and Management Act of October 21, 1976, Public Law 94-579.

- National Environmental Policy Act of 1969, January 1, 1970, Public Law 91-190.
- Act of June 27, 1960, Public Law 86-523.
- Endangered Species Act of December 28, 1973, Public Law 93-205.
- American Indian Religious Freedom Act of August 11, 1978, Public Law 95-341.

Mandated by executive order:

- Floodplain Hazard Evaluation, Executive Order 11988.
- Protection and Enhancement of the Cultural Environment, Executive Order 11593.
- Protection of Wetlands, Executive Order 11990.

Mandated by procedural requirements:

- Cadastral survey.
- Land appraisal.
- Field examination and land reports.
- Adjudication.
- Right to protest and/or appeal.
- Mineral evaluation.
- Wildlife habitat.

Discussion of two items from the list will illustrate the kinds of requirements BLM must meet.

1. The Federal Land Policy and Management Act requires several actions, including:

Land use planning. Section 102(a)(1) of FLPMA states that it is the policy of the United States that:

"the public lands be retained in Federal ownership, unless as a result of the land use planning procedure provided for in this Act, it is determined that disposal of a particular parcel will serve the national interest * * *."

Section 202 of the act describes this planning procedure.

According to BLM, decisions to dispose of, or authorize the use of, public lands subject to the act must be arrived at through the BLM planning process. Specific parcels of land that will meet important public objectives through lease, permits or disposal are identified by both (1) BLM planners and (2) the public or State and local government officials. Decisions on whether to authorize the use or disposal of such tracts are then made by BLM field officials.

Developing new plans or revising existing plans may take from 1 to 2 years to complete, depending on the complexity of the issues involved.

Coordination with State and local governments. Section 202(c)(9) of FLPMA provides for the coordination of BLM land use plans with the land use plans of the State and local governments. This coordination requires consideration of State and local plans and resolution, to the extent practical, of inconsistencies between Federal and non-Federal government plans and the involvement of State and local government officials in the development of land use decisions for public lands. Where disposal or use of a parcel of public land for a non-BLM program is inconsistent with State or local government plans, much time may be required to revise the plans or the use or disposal may never be authorized if State or local governments are deeply opposed to the use.

BLM wilderness study. Section 603(a) of FLPMA established a 15-year period for review of roadless areas of 5,000 acres or more and roadless islands of the public lands identified as having wilderness characteristics described in the Wilderness Act of September 3, 1964 (16 U.S.C. 1131 et seq.). Section 603(c) of FLPMA provides that during the period of review, the lands shall be managed in a manner that will not impair their suitability for preservation as wilderness, subject to the continuation of the manner and degree of mining, grazing, and mineral leasing that was being carried out when the act was enacted.

Most land uses or land disposals within potential wilderness areas are generally believed to be inconsistent with wilderness preservation. Therefore, decisions on such actions will normally be deferred until after the review period.

2. Mineral evaluation. Under FLPMA, BLM may dispose of mineral lands. Lands no longer have to be determined to be "non-mineral in character." Disposals are to be based on fair market value of the lands which may include the mineral estate. All conveyances of title issued by BLM under FLPMA, except those involving land exchanges, reserve all minerals in the lands to the United States. An additional land use management and disposal consideration imposed by FLPMA is that the public lands be managed in a manner which recognizes the Nation's need for domestic sources of minerals, including implementation of the Mining and Minerals Policy Act of 1970 (84 Stat. 1876, 30 U.S.C. 21(a)) as it pertains to the public lands. Therefore, if there are mining claims on the lands, an evaluation of mineral potential is to be made to determine the best use of the land. If transfer is proposed, the validity of the mining claims must be determined and appropriate action taken (contest claims if found to be invalid, or cancel transfer if claims are found to be valid). Validity determinations and subsequent contest often take years to complete.

Should a large-scale disposal program be undertaken, the program would be subject to these and other requirements unless the act authorizing the disposal program waived them or made some other provision for them. In any case, a large-scale disposal program would require increased resources and staffing levels for administration. Also, the time required to dispose of large quantities of property could extend over many years.

LIST OF MATERIALS TRANSMITTED UNDER SEPARATE COVER

- A. Selected General Services Administration tables and charts:
- Real property owned by the United States throughout the world, by agency.
 - Comparison of federally owned land with total acreage of States.
 - Federally owned land by State and predominant usage.
 - Federal land within the United States by predominant usage.
 - Federally owned buildings by State and predominant usage.
 - Federally owned structures and facilities by agency and predominant usage.
 - Federally owned structures and facilities by State and predominant usage.
 - Federally owned property in the United States by State, agency and bureau.
- B. Excerpts from the Advisory Commission on Intergovernmental Relations' September 1981 report, "Payments In Lieu of Taxes on Federal Real Property."
- C. Excerpts from the Comptroller General's Interagency Advisory Committee on Consolidated Financial Statements' report, "Consolidated Financial Statements of the United States Government, Fiscal Year 1979 (Prototype)."
- D. Excerpts from the report of the Asset Valuation Task Group to the Interagency Advisory Committee on Consolidated Financial Statements, "Alternative Methods for Reporting the Effects of Changing Prices on Federal Assets."
- E. Congressional Research Service's report, "Land Disposal Policies of the Principal Federal Land Management Agencies," Report No. 81-156 ENR, July 1, 1981.
- F. General Services Administration's Office of Real Property report, "Resources/Inventory," dated August 31, 1981, and summaries of excess and surplus property disposal activities for fiscal years 1975 through 1979.
- G. Excerpts from Bureau of Land Management's report, "Public Land Statistics, 1979," dealing with land disposition and use.

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